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# ORANGE COUNTY, SANTA ANA, and IRVINE

Making the Development of Irvine A Countywide Success //

1971

Prepared for the City of Santa Ana, California by Barton-Aschman Associates, Inc.





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ORANGE COUNTY, SANTA ANA, and IRVINE

Recommendations for Making the Development of  
Irvine a Countywide Success

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Prepared for the City of Santa Ana, California

January, 1971

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Barton-Aschman Associates, Inc. 1771 W. Howard St., Chicago

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## INTRODUCTION

A situation exists in Orange County today that is rare in the history of mankind and which will seldom, if ever again, be repeated even in the history of California. A single landowner-developer is creating an urban environment for approximately 600,000 persons and 300,000 employees in an area that encompasses 120 square miles. These figures represent approximately 20 percent of comparable totals for Orange County expected in the year 2000.

Although planning for this large-scale development began in the early 1960s, its full impact on Orange County and the Santa Ana Area in particular has only begun to be realized in recent months. It is now apparent that Orange County has entered an entirely new era of urban development and that it is being challenged by an opportunity that may never again arise. The response to this opportunity will determine the future of Orange County for at least a century to come.

The Irvine Company has declared its project to be a model for the nation and perhaps even the world. It is not difficult to remember, however, that in the late 1940s and early 1950s Los Angeles with its freeway system was also heralded as the model city of the 20th century. The events and experiences of the past two decades no longer sustain that claim. How then can the opportunity now presented to Orange County be capitalized upon to the lasting advantage of future generations?

### Purpose

The City of Santa Ana is justifiably concerned with the future of Orange County. This concern was intensified as the result of the Irvine Company's March, 1970, proposal of the Central Area General Plan.<sup>1</sup> This proposal, together with the South Ranch Plan of 1964, would constitute the largest new community under development in North America.



The impact of the Irvine proposals on Santa Ana and the county will be enormous and complex--both advantageous and adverse--but what that impact will be remains largely in the realm of speculation. It became essential and timely, therefore, for the City of Santa Ana, in concert with the Orange County General Planning Program, to conduct its own evaluation of the recent proposal, to thus enable itself to respond accordingly.

On November 20, 1970, the city entered into an agreement with Barton-Aschman Associates, Inc. for the following purposes.

1. To identify the principal, developmental, and conservation needs and opportunities of the Santa Ana Area, especially as these involve and may be affected by the development of the Irvine property.
2. To critique present plans and planning procedures related to the development of the Irvine property with special reference to the interests of Santa Ana; and to recommend techniques, procedures, and work activities for the improvement of the planning process and the plan.

It was clearly understood that the city's purpose in selecting an out-of-state consulting firm with experience in this field was to be assured of receiving objective and unbiased professional judgment in this matter. The assignment was offered and accepted solely on that basis.

#### Scope of the Study

The scope of the study took into account Santa Ana's twofold concern: first as a municipality, and second as a community of Orange County residents whose identity and interests extend well beyond municipal boundaries.

Initial observations indicated that the proposed ultimate development of the Irvine property would at a minimum:

1. Accelerate the change from a partially rural to a completely urban county.
2. Shift the distribution of political power.
3. Stimulate competition between areas of the county for resources and environmental quality.





4. Accentuate disparities within and between municipalities in Orange County.
5. Reduce contact with open space and natural resources.
6. Emphasize the role of Santa Ana as a governmental and centrally located city.
7. Intensify land-use, transportation, and environmental conflicts along the Newport Freeway, Santa Ana Freeway, and San Diego Freeway corridors.

Thus, the Irvine proposal is looked upon with mixed emotions, since either the success or the failure of an opportunity of such magnitude can chart an irrevocable course for both the city and the county for many decades to come.

To respond appropriately to the impact of this proposal, the scope of this study did not stop with a review of plans for development; it also included an evaluation of governmental responsibilities and capabilities at all levels for protecting the public interest and for assuring that this once-in-a-lifetime opportunity is utilized advantageously.

This report concludes the assignment with recommendations for conservation and urban growth policies and programs in response to the comprehensive needs of the city and county, and for specific and immediate actions relevant to the Irvine proposals. Recommendations are made for each level of government, including the City of Santa Ana, and for the developer.

### Study Method

The primary requirement of this study was for an independent and timely professional judgment, not for original data collection and analyses. More so than is usual, voluminous, high-quality studies have been previously completed by others or were in process. The Irvine proposals had received national recognition and had become case studies of numerous research projects of esteemed experts.

The methods and resources utilized throughout this study therefore included the following:

1. Personal interviews with over 35 individuals of national, state, and local stature who are knowledgeable in the field of new community development, government, and regional and local planning, (see appendix list).



Practically all of these persons have specific knowledge of Orange County and the Irvine proposals. Three of them are representatives of the Irvine Company, three are representatives of the University of California.

2. Over 70 published and unpublished documents relative to this assignment have been reviewed (see Appendix). These include the March, 1970, proposal of the Irvine Company and subsequent correspondence with the Orange County General Planning Program; materials prepared by the Orange County Planning Program as a part of the Irvine General Plan Analysis; reports of the University of California; reports of the UCI-Project 21; and comprehensive planning documents for the City of Santa Ana.
3. The extensive experience of Barton-Aschman Associates, Inc. in the field of regional, local, and new community planning, including attendance at three recent, national conferences on new community planning and development, and a review of current procedures and criteria utilized by the Office of New Community Development of the U.S. Department of Housing and Urban Development.
4. A review of the conference report, dated December 17, 1970, on the Housing and Urban Development Act of 1970, especially Title VII--Urban Growth and New Community Development. This Act has been approved by both houses of Congress and has received the signature of the President.

Representing Barton-Aschman Associates, Inc. are the coauthors of this report: Rodney E. Engelen, Vice President; and Robert B. Teska, Senior Associate.

#### Acknowledgments

A study of this importance with a limited duration of less than 60 days can only be approached with honest apprehension. Under different circumstances more time may have been appropriate. However, the pending Notice of Intent to Incorporate the city of Irvine<sup>2</sup> clearly determined that if the report was to be of value in the deliberations of the Orange County Local Agency Formation Commission it must be available at least in draft form by January 12, 1971.

Despite the fortunate wealth of printed materials, this task could only be accomplished within an atmosphere of cooperation and common concern. Such an atmosphere exists in





Orange County and worked in favor of an objective evaluation.

For this splendid cooperation Barton-Aschman Associates, Inc. is indebted to all who have contributed information and expert opinion throughout the conduct of this study. Special acknowledgments are accorded to Mr. Carl J. Thornton, City Manager, City of Santa Ana; Mr. Raymond L. Watson, Executive Vice President, Land Development Division, the Irvine Company; Mr. Forest Dickason, Director, Orange County General Planning Program; and Dr. Richard Baisden, Dean, Extension Division, University of California, Irvine.



1.  
ISSUES AND IMPACTS

Dozens of development issues and opportunities confront the Santa Ana-Irvine Area. Hundreds of pages have been written in an attempt to identify and analyze them in connection with the proposed Irvine Plan. And, as indicated by the Orange County Planning Department, much work needs to be done to resolve the questions that have been raised.

The objective here is to describe the issues of greatest importance to the future of the area. They fall into seven categories.

1. The Public Interest

The first and broadest group of issues is related to the question of whether the public interest is to be expressed in the further development of Orange County, and if so, how it is to be expressed.

Subsidiary questions include:

- Which "publics" are to be involved? The residents of Irvine? All residents of the County? The residents of communities bordering Irvine? The property owners? The State of California? The Federal Government? Some combination of the above?
- How should decisions be made about what is in the public interest? Through unilateral action by private developers? Through the submission by private developers of proposals for public approval? Through the development of plans by a number of public agencies? Through some kind of process that coordinates the work and recommendations of all interested parties?





- Who should make final decisions regarding what is in the public interest? A council of communities or governments? Property owners? Individual communities and neighborhoods? The County Board of Supervisors?

Much confusion and apathy prevail over the questions outlined above. Yet the need to resolve these questions lies at the heart of current debates regarding plans for the Irvine Ranch and proposals for incorporating a city of Irvine. Apparently there is agreement that the public interest must be reflected in plans and programs for future development. However, many questions still remain to be settled regarding what this interest is, how it will be determined, and who should make the final decisions that are required.

It is plain that such decisions will be made. They will be made by the many small, individual moves of developers and public officials who are faced with the need for immediate action--sometimes with and sometimes without reference to the long-term implications of what they are doing. Or, they will be made as part of a process of preparing broad, long-range, and more carefully considered policies and plans.

The question of how these decisions will be made is the first and most fundamental issue raised by the proposals for the city of Irvine. If no overall plan had been presented for the Irvine Area, the developmental decisions in Orange County would probably continue to be made much as they have been in the past: in small increments, gradually producing patterns of land-use, streets, jurisdictional boundaries, and public facilities comparable to what exists west of the Newport Freeway. In this process, matters that require a broader, longer-term view of the public interest tend to be overlooked; the "big picture" is not seen.<sup>1</sup> But, as it is, private landowners have proposed to develop a major part of the county. Their recommendations apparently reflect their own views about what should be done in the public interest. The issue of greatest fundamental importance now before the officials and citizens of Orange County is whether to accept the privately recommended views of when and how a major part of the county should be developed and governed, and whether and how alternate and larger views should prevail.

The "public interest" issue extends beyond the confines of the Irvine proposals. Many transportation, land-use,



housing, education, and other issues should be resolved in both the open and developed portions of the county. The question of how the public interest is to be reflected in the resolution of these issues is every bit as urgent as it is in the planning of the Irvine Ranch.<sup>2</sup>

## 2. Government

The second set of issues is intimately associated with the first. These issues concern broad questions of how governmental functions and jurisdictions are organized and how public revenues are collected and distributed. They lie at the base of most of the interjurisdictional conflicts that have plagued communities within Orange County and other urban areas for the last generation. They are key issues in the consideration of the Irvine proposals for both the plan and the incorporation.

There are several important questions within this set of issues. They include:

### a. How should the tax resources and public costs of an area be distributed?

At present, there is no way to equitably distribute the costs and tax resources of local government. Vast disparities have developed in the ability of different communities to finance needed public programs and in the magnitude of program needs. The extent and nature of these inequities in Orange County are illustrated in Table 1.

The need to maximize revenues and minimize costs has created tremendous conflict and hostility between local governments in most suburban areas--with Orange County being no exception. Competition can be healthy when it takes the form of efforts to improve the attractiveness of an area as a place to live and do business. Far more often, however, it is destructive, as when it lures high tax-paying activities into bad locations, limits public and open space uses, restricts areas from occupancy by the old and the poor, and creates a crazy quilt of jurisdictional boundaries that leads to endless conflict, confusion, and neglect in the provision of public services and in the daily activities of individuals and business enterprise.<sup>3</sup>





Table 1  
COMPARATIVE FISCAL CAPABILITIES\*  
Orange County Municipalities

City	Property Tax Rate 1970	Per Capita Sales 1968-69 Tax Collections	Assessed Valuations Per Capita**
Anaheim	1.05	\$27.00	\$2,600
Brea	1.46	14.00	2,550
Buena Park	1.13	29.00	2,100
Costa Mesa	1.00	31.00	2,170
Cypress	1.00	6.00	1,750
Fountain Valley	1.15	8.00	1,950
Fullerton	1.29	20.00	2,930
Garden Grove	1.00	15.00	1,600
Huntington Beach	1.45	13.00	2,660
Laguna Beach	1.93	30.00	2,663
La Habra	1.55	17.00	1,930
La Palma	.87	2.00	1,880
Los Alamitos	1.00	20.00	1,850
Newport Beach	1.23	31.00	5,280
Orange	1.35	19.00	2,150
Placentia	1.43	8.00	1,790
San Clemente	1.37	15.00	2,690
San Juan Capistrano	1.20	32.00	4,350
Santa Ana	1.40	27.00	2,380
Seal Beach	1.35	10.00	2,840
Stanton	1.00	22.00	1,690
Tustin	.95	23.00	1,890
Villa Park	.98	3.00	3,160
Westminster	.98	13.00	1,560
Yorba Linda	--	<u>11.00</u>	<u>2,120</u>
Mean	1.67	Mean \$16.00	

\*From tables supplied by the Orange County Planning Department.

\*\*No date given: presumably for a recent or current year.



b. Who should have the authority to guide and control urban development?

The historic concepts governing annexation and incorporation were established at a time when most urban settlements were isolated and when the size and influence of an urban area were sharply constrained by the limitations of population, utilities, and transportation. Under these concepts, the residents of an area could band together, form a public corporation, and proceed to plan and govern the further development of their "territory" with no significant impact on the interests or welfare of others. In general, they needed to be concerned only about themselves and their successors. But in this present age, when megalopolitan growth and interdependencies extend over vast areas, "home rule" at the village or community level is seriously inadequate. As a result, a number of responsibilities and much authority have been shifted from municipal governments--particularly smaller ones--to a variety of special authorities, districts, and "councils." The result is a great, confusing hodgepodge in the distribution of authority and responsibility: some functions of regionwide concern are still strongly controlled at the municipal level; some functions of strictly local concern are overly influenced by governments at the regional; state, and even national level; and some functions are not being performed at all.

Thus, a major issue facing the public officials and citizens of Santa Ana, Irvine, and the other communities of Orange County is how to place the responsibility and authority for making development decisions where they can be exercised most equitably and effectively. For this issue to be resolved, certain levels or units of government will need to give up certain functions or perhaps take on new ones. Some units may even need to be eliminated or merged with others. The concept of a "two-level" government advanced by John Bollens for the city of Irvine<sup>4</sup> may need to be expanded to possibly three or more levels and applied to the whole of Orange County. For example, the county may be designated as one level, cities or major subdivisions of the county as a second level, and communities or clusters of villages as a third.



The roles of different governments and groups in guiding the development of the Irvine Area and other built-up and open parts of the county should be resolved. Until they are, inequities, conflicts, and "sins of omission" will continue to be prominent aspects of government in Orange County.

c. How can revenues adequate to finance the needs of local government be raised?

Financing will almost certainly emerge as one of the leading issues to be faced by Santa Ana and other governments in Orange County. Although closely related to the question of how costs and resources are distributed, it extends much further. Even under the most equitable methods of distribution, it is likely that resources will not be adequate to meet needs. Action must therefore be taken (a) to use available resources in the most efficient and effective ways possible, (b) to increase resources in every way possible, and (c) to avoid inefficiencies that create still greater demands upon resources.

Strong connections exist between the timing and patterning of development and the problems of local governmental finance. It is obviously possible to engage in development practices that are inefficient and that produce an overall increase in public costs. The opening of new lands for development when there are ample areas already supplied with utilities, access, and other public services could be an example here. What is often overlooked is that development patterns can also increase private costs. A typical and obvious example is the low-density, scattered pattern of development and the lack of transportation alternatives that generate the need for several automobiles in each household. This creates a greater demand on the resources of the individual and further reduces his willingness and ability to pay for public or community needs.

In the words of the Denver Post:

"In a free country, people have to decide for themselves what they want to do with their money. We have no doubt Americans will continue to buy the things that catch their fancy.

But the country may be heading for a time when





private possessions will be hard to enjoy in the midst of public squalor, crime-ridden streets and polluted air. At some stage, our people may come to recognize that more spending to improve our cities is absolutely essential if our private possessions are to give us any pleasure.

We do not know when that stage will be. But, as our cities stand now at the end of 1970, it is a stage that cannot be very far off."5

As suggested in this quotation, some people may deliberately choose an inefficient living pattern. It is more likely, however, that given viable alternatives, they would prefer patterns that reduce the aggregate demands upon their resources. The issue and the opportunity confronting the residents and officials of Santa Ana and Orange County are whether a more efficient and yet more satisfying environment can be provided, and how this can be done. Is it possible, for example, to create an urban area in which costs to the individual can be reduced so that more resources will be available to meet public needs?

#### Irvine Impacts on Government

The proposals for the plan and the incorporation of Irvine impact directly and significantly on every one of these governmental issues. They raise large questions of equity in the distribution of the needs and resources of the area. They challenge existing governmental units and the almost 1.5 million residents of Orange County for authority in the control of the nature and timing of development. They stimulate serious concern about efficiency in the use of resources and the degree to which revenues will be maximized.

In all fairness, it should be noted that these issues already exist in Orange County, with or without the Irvine proposals. However, they are highlighted and in some ways both helped and aggravated by the Irvine proposals. The very size of the Irvine concept is at once most threatening and most promising. A city of Irvine could capture virtually all of the major new tax resources to be created in the county and at the same time reject groups and activities that represent a net drain on values or resources. A city of Irvine could virtually prevent the present citizens of the



county from having any influence on how more than 80 square miles of prime land--the bulk of that remaining in the County--are developed. Through the accelerated marketing of new lands, a city of Irvine could drain development potentials from areas where public investments have already been made or where they must be made to meet present needs. The result would be a duplication of investment and a serious inefficiency in the use of available resources.

On the other hand, the great potentials of the Irvine Area could be used to benefit the entire county and region. The size, newness, economic base, and good design of a new city could provide an environment in which a rich variety of life styles, income groups, and activity are accommodated in truly balanced and compatible ways. The size and ownership of the area could permit both countywide public and private interests to be served, to mutual advantage. And the qualities of the area--both those that exist and those that can be created--could be used to generate substantial new tax resources and develop new and more efficient ways of accommodating urban life.

Thus, although the issues of government go well beyond the Irvine proposals, they can be strongly affected by the proposals, for better or for worse. Which occurs will depend on the basic policies and relationships established in the next few months.

### 3. Land-Use

Issues and opportunities related to land-use are greatly affected by the public interest and governmental issues described above. They depend to a large degree upon whether the governing concerns are countywide or whether they are aimed primarily at the interests of the owners and citizens of Irvine. They depend too on whether ways of more equitably distributing tax and other resources can be found, without necessarily tying the revenue base to specific locations.

Some of the most significant land-use issues and opportunities are as follows:

- a. Where and in what concentrations should industrial, commercial, and similar nonresidential land-uses be located?

The answers to this question are important because



of their impact on transportation systems, on municipal tax resources, on the availability and accessibility of jobs, and on the form and quality of the environment. Although the tax resources are of least direct significance to the achievement of a quality environment, they are one of the most important factors affecting the designation of land for industrial or commercial use. Yet, the often overlooked factors of job accessibility, transportation, and environmental conditions are of greatest significance in producing sound social, economic, and physical conditions.

No comprehensive studies have yet been made to determine what the best patterns of industrial and commercial land-use in Orange County would be. In fact, relatively little information is available concerning the present distribution of these activities. It has been suggested that an areawide study of commercial land-use needs and potentials be made and that an overall plan for the distribution of major commercial centers be developed.<sup>6</sup> Such a study should be made, and similar analyses should be completed for industrial land-use. Only in this way will it be possible to evaluate proposals for industrial and commercial development in the Irvine Area--or elsewhere in the county. And only in this way will it be possible to establish a rational pattern for the redevelopment and strengthening of existing commercial and industrial areas in the built up parts of the county.

b. How much open space should be preserved and where should it be located?

The report of the UCI-Project 21 Study Team, Open Space in Orange County, does a good job of highlighting issues and opportunities related to open space. The Regional Parks Advisory Committee has also prepared a plan for regional parks. Suffice it here to summarize the findings and recommendations of these groups by saying that there is a vast, unmet need to preserve recreational and open space and an outstanding opportunity in Orange County to do so. This point is illustrated by the following quotation from Open Space in Orange County.

"....The County's current supply of 1,600 acres of local parks and 2,300 acres of regional parks





falls far short of the 9,200 acres and 13,800 acres, respectively, needed by 1980."

This requirement does not include a number of non-recreational "open space" needs and opportunities, such as those associated with scenic highways, flood control, and the preservation of areas of special ecological, historical, and scenic aesthetic value.

Thus, questions of how much open space is to be preserved where, and how this is to be accomplished constitute a major developmental issue.

- c. Should, and in what way can, various types of housing (cost levels, ages of occupants, structural types) be distributed throughout the County?

The housing issue has broad social and economic implications. The distribution of housing affects the distribution of governmental costs and revenues. It affects the nature and length of the "journey to work," the accessibility of jobs, and the accessibility of the labor force. It determines the degree to which public services and amenities are equitably distributed. And it apparently affects the nature and degree of communication, understanding, and compassion between the different elements of society. It also influences the degree and nature of the "sense of community."

The task of obtaining an appropriate "mix" of housing types is a large one. First, the groups or types of people in Orange County have needs and abilities that are significantly different; the county is not a uniform "middle class." For example, it is estimated that one household out of every four in Orange County can afford to pay no more than \$135 in monthly rent or \$15,000 in purchase price for housing, and that one household in every eight can pay no more than \$100 per month or \$11,000 in purchase price. Yet virtually no new units are being built to rent for less than \$150 or to sell for less than \$20,000.<sup>7</sup>

These figures say nothing about the special needs of the single-person, the aged, and the student households. Yet they indicate that without some special action, these households, the lower-income groups, and even the middle-income groups are severely limited in their choice of housing location, and even in their ability to find housing in any location!



For the most part, they will be confined to areas occupied by modest housing in the older communities of the county and to areas where values have deteriorated (or have failed to increase). Since most housing of moderate cost is concentrated in a relatively few areas, the middle-income and lower-income population groups will almost certainly tend to be similarly distributed. These areas will likely grow and merge to become large districts of unrelieved poverty.

Unless this process is halted by intervention, it is likely that substantial separation--even more pronounced than at present--will develop in the distribution of the different types of households in the county. Moreover, many residents of the county will find it difficult if not impossible to find housing suitable to their needs.

With continued population growth, this certainly must be regarded as one of the most critical land-use issues facing Santa Ana and the other older communities of the area.

#### d. City or Regional Focus

Both more subtle, and in some ways more significant is the issue of city or regional focus. There are many who believe that the Orange County area should have a "major city." What apparently is meant by this is that there should be a concentration of activity in the county that in a variety of ways--functional as well as symbolic--will serve as a focus or center of county-regional life. In various official and functional respects, Orange County is a metropolitan area in itself and independently of the Los Angeles metropolis. But it lacks a single or central focus--or even a set of related focal points--that would distinguish it as a separate city or region.

This lack of focus in Orange County is of recent origin. In 1950, the 200,000 people in the county lived in some four or five groups of communities, all somewhat tied to the county seat. Since then, however, over one million people have been added to the population in a crazy quilt of jurisdictions, with no open space or other physical features to distinguish one jurisdiction from the other.



Attempts have been made to create organizing "centers" in Orange County. Some persons apparently hope that the University of California at Irvine will provide a major focus. To a degree, the government center in Santa Ana serves this purpose. The major sports stadium and related facilities in Anaheim also play part of this role. And now new facilities, such as Newport Center, are meeting some of this functional need.

Although there is probably no universal agreement on this matter, it is plain that the question of whether, how, and where Orange County should have a major center or focus is a significant developmental issue. Although related partially to the location and distribution of commercial land-uses, the question is a broader one that encompasses the whole question of how Orange County is organized and how it presents itself to the world. Is Orange County simply a collection of suburbs to Los Angeles? Is it a grouping of separate but more or less equal cities? Is it a number of cities around one dominant city? Or does Orange County comprise a number of communities organized around a system of facilities or centers that provide countywide unity?

#### Irvine Impacts on Land-Use

The general plan and incorporation proposals for the Irvine Area impact directly on virtually every one of these land-use issues. The plan and proposals can dictate the location and size of major commercial and industrial concentrations. They can help provide open space or they can eliminate it altogether. They can help solve the housing problem or they can make its solution more difficult. And without question they will have a major impact on city and regional organization and focus.

In fairness, it again must be observed that these issues go beyond the limits of the Irvine Ranch, and that they would exist even without the Irvine proposals. But the size and timing of the Irvine proposals highlight the issues and provide an opportunity to deal more effectively with them.





Basic decisions as described above must therefore be made if the opportunities provided by the Irvine development are to be grasped and if the Irvine proposals are to be given effective guidance. Some countywide planning of commercial, industrial, and open space land-uses must be completed to provide a framework for recommending either the approval or adjustment of the Irvine Plan. Some type of countywide policy and program dealing with housing should be devised to provide a framework within which the Irvine Area can be developed. And some decision should be made concerning the nature and location of organizing "focal points," to provide guidance for their development within the Irvine complex.

Although many public decisions are needed to help resolve these issues, they in no way reduce the importance of the plan and incorporation proposals that have been made. If incorporation were to be granted, opportunities for the resolution of these issues as they relate to the Irvine Area would be greatly diminished. The housing issue, in particular, will require the exercise of great innovation, cooperation, and initiative on the part of the developer. The problems are so complex that substantial assistance, pressures, and incentives must be applied to encourage their solution.

#### 4. Transportation

Several key transportation issues need to be resolved in the Santa Ana-Irvine Area.<sup>8</sup>

a. What levels, types, and locations of public transportation are to be provided in the Orange County Area?

This issue has several parts.

First, should some type of interregional ground-level system be provided, linking Los Angeles, Orange County, and San Diego? And if so, what should its alignment be and where should its stops be located? Although it may be fifteen years or more before such a system could be in operation, the basic decisions regarding it should be made now. The sooner that alignments and stops can be located, the sooner can rights-of-way be protected (as California now does with proposed freeway routes) and the sooner appropriate plans can be devised for station stop areas.



Such stop areas should be designed and built to serve many functions. They should serve as prime interchange points in the total transportation system. They should be intensively developed with a variety of office, commercial, high-density housing, and other activities requiring good access. They should have good vehicular accessibility. Station stops should serve as prime centers within the region. As such, they should have a major impact on both land and transportation patterns.

Second, is it likely that a metropolitan system (or systems) of public transportation should be provided to link the various parts of the Orange County Area to each other and to the interregional system. Several "corridors of service" should be identified. Within these service corridors some special rights-of-way should be reserved and some interim services should be provided.

It is likely too that certain changes should be made in land-use plans to reflect the planned locations of service. Plans for land-use and public transportation must be very closely coordinated if maximum value from the transportation service is to be achieved and, indeed, if the service is to succeed.

Third, public transportation systems will need to be provided at the community level to provide access to metropolitan transportation systems and to accommodate the bulk of day-to-day, short-distance travel. The requirements of these short-distance systems are such that, though somewhat independent, they should be planned around the metropolitan system and an organized pattern of community shopping, civic, and educational centers. A series of community transportation systems, each with a coverage of from 20 to 80 square miles, should be developed to blanket the whole of the built-up portions of the county.

This description of the needed levels of public transportation serves to illustrate some of the issues that must yet be resolved, both in the development of public transportation systems themselves, and in the arrangement of land-use. If successful systems of public transportation are to be developed in Orange County, their planning must be quickly advanced so that they can be reflected in the planning and development of land and rights-of-way.





- b. What changes, if any, should be made in the design of the Santa Ana Freeway and in connecting and related roadways?

This issue arises from the continued growth of Orange County and the increasing traffic demands being placed on the Santa Ana Freeway. The freeway is the subject of a special study now under way, sponsored by LARTS. The study of this issue could result in the addition or removal of certain freeway connections or in the redesign of certain freeway interchanges. It could call for the redesign and reconstruction of certain parallel or connecting roadways. It could recommend the provision of bus or other transit service on the Santa Ana Freeway or parallel to it. Indirectly, it could also call for some changes in or restrictions on land-use within the freeway corridor.

How this issue is resolved could affect Santa Ana and other communities along the freeway corridor in two ways. It could change patterns and volumes of travel on streets within the community. And it could restrict or increase the accessibility of major parts of the community--thus tending to either limit or encourage certain types of development.

The objectives of the LARTS study are such that the total capacity of the corridor will probably be increased, either by improving the ability of the roadway system to handle vehicles or by introducing some form of public transportation. Issues to be resolved will be mostly related to details--to the ways in which capacity and safety can be increased. Although these details may not be of major importance in the context of the entire corridor, they could be of critical significance in specific situations, and it is in the context of these situations that they must be resolved.

- c. How should the air travel needs of Orange County be met?

Relatively little information is available to indicate what the answer to the question of air travel should be. To a degree, it can be answered only within the context of planning for the whole of southern California. Ideally, it should also be related to decisions regarding potential systems of high-speed ground transportation.



In any case, the air travel issue should deal with the need for facilities to accommodate both commercial, interregional air travel and private air travel. Much more work must be done to provide a basis for decision.

d. Should additional transportation facilities be planned in the Newport Freeway Corridor?

There is reason to believe that as development matures, serious traffic problems may arise in the Newport Freeway Corridor. The multiple activities of the corridor--including the airport, the university, the County Civic Center, Newport Center, the MCAS, and major industrial concentrations--already generate substantial volumes of traffic and are expected to produce much more. The Newport Freeway Corridor is also the juncture of two different grid roadway systems that contain many potential problems of discontinuity, freeway access, and loss of orientation. This corridor includes significant portions of Santa Ana and Irvine, and should be subjected to comprehensive analysis and planning to permit it to work as an integrated system. Such planning would probably alter some of the transportation and land-use concepts now accepted or proposed for the area.

e. Should additional freeways be planned for Orange County?

This issue is related to those above. That it exists at all is evidence of the fact that the transportation needs and plans for the area have not been resolved and that the adoption of any plan affecting potential freeway locations for the area would be premature at this time.

Impacts of Irvine on Transportation

The questions to be answered have to do with the proposed or desired impacts of transportation on the plans for Irvine--rather than vice versa. Until plans for the various transportation systems are further developed, they cannot be reflected in the plans for Irvine. But until they are reflected in the Irvine proposals, the Irvine proposals cannot be considered to be complete.



Thus, the potential negative impact of the Irvine proposals is to call for the acceptance of plans that fail to allow for transportation facilities that will be needed and wanted in the years ahead. If development proceeds on the basis of such plans, obstacles to the building of needed facilities may well be created. The problems that would result could affect virtually the entire balance of the county. But they will especially affect the areas that adjoin the Irvine property.

Again, the magnitude of this potential problem arises from the size and completely designed nature of the Irvine development. In the course of typical urban growth, many needs are overlooked. Even after development is complete, however, opportunities for change are still open: areas of vacant land or obsolete development remain that can be used to provide the needed but forgotten facility.

On the other hand, the very size and controlled design of the Irvine plan provide an important opportunity, that could be lost unless an early commitment is made, followed up by thorough planning. This is the opportunity to organize a whole new city around a new and hopefully more efficient and effective transportation system. As development proceeds in the Irvine Area all of the land will be absorbed in valuable, high cost uses. No opportunity will remain to insert into the completed sections of Irvine new rights-of-way or other facilities that require space, or to change land-uses to reflect a changed transportation plan.

Every effort should be made to anticipate and allow for all possible transportation needs in the initial plans for the Irvine Area--even to the extent of reserving space or capacity for them. Most would probably agree on this point. The question is, what types of land should be reserved and at what locations?

## 5. Public and Social Services

Little material has been produced on the nature of public and social service issues and their severity. There is evidence to indicate, however, that they do exist and that they may in some ways be among the most critical issues facing Santa Ana and Orange County.





These issues concern law enforcement and justice, health, education, recreation, and social and economic dependency. Although often associated with the poor, the aged, and the handicapped, they have an impact upon virtually every resident of the county. Any deficiency in the accessibility or quality of services will be felt directly and immediately in the lives and well-being of many people. Collectively, these services and programs absorb the greatest bulk of public and institutional revenues and employ the largest numbers of personnel. For example, 75 percent of the Orange County budget, exclusive of schools, or over \$90 million, falls in the categories of public assistance, public protection, and health and sanitation. Another \$300 million are spent each year on public education (excluding four-year colleges and universities).

The limited information available indicates that some of the key issues in this area are as follows:

- a. How can greater efficiency be obtained in the provision of social services, and how can resources available for these services be increased?

Most social services are heavily dependent upon inputs of personal time and upon interpersonal relationships. Thus they tend to benefit relatively little from the advances that have been made in technology and systems of industrial and business management. Consequently, the costs of social services tend to rise out of proportion to most other public or private expenditures.

- b. How can better coordination be achieved in the delivery of various social services?

We are rapidly coming to realize that problems of health, welfare, recreation, education, justice, and other social aspects of community life are closely related, and that it is often necessary to provide several services at once, in a coordinated manner. Yet the administration of these services is fragmented, and their coordination (where this is feasible) is frequently left to the recipient, who often does not have the knowledge or resources to accomplish this task.



c. How can the quality of social services be raised and how can inequities in the quality of services between communities be reduced?

Unlike transportation or utilities, for example, inadequacies in the quality of a social service tend to increase the need for that service or for a service related to it. For example, a poor education may lead to a combination of unemployment, poverty, crime, and poor health, each of which must be dealt with in further social service programs.

Inequities in the quality of services between communities can also aggravate problems of social and economic segregation, which produce still further problems in public finance, governmental leadership, and the rendering of public services. Thus a marked relative deficiency in the quality of one or more social services can lead to a vicious downward spiral in the communities involved, when resources and leadership gravitate to areas where the quality of services remains high.

Social Service Issues in Orange County

The social service issues above are discussed in general terms, and to a greater or lesser degree, they exist in every community and region. Yet despite the limited information and study available about Orange County, there is evidence to indicate that they are emerging as major issues, particularly in some of the older, built-up communities. Knowledge about the nature and extent of the problems involved is still scarce, and recommendations for solutions--or limited solutions--are just beginning to emerge. It is obvious that much additional work will be required to more clearly delineate the issues and to develop programs for their resolution.<sup>9</sup>

Irvine Impacts on Social Services

The impacts of the Irvine proposals upon public and social services can be seen only in dim outline at present. Certain limited direct impacts can be identified in border areas where Irvine shares portions of school and other districts with Santa Ana, Tustin, and other communities. The more significant impacts are indirect and involve the intangible (but still very real) effects of exclusivity in the development of housing, institutions, and business establishments.



The very least impact of the Irvine Area on existing health and other social service agencies would be the need to serve the Irvine Area until appropriate institutions could be established there. At worst, Irvine could become a middle-class and upper-class compound that fails to share in the total burden of support for social services. On the positive side, the planning of a new government and whole new public and institutional systems provides the opportunity to develop new and better ways of organizing and delivering health, recreational, educational, and other social services.

In sum, the key impacts of the Irvine proposal as it relates to social services are, first, a challenge to find equitable ways of sharing the costs and resources related to these services, and second, an opportunity to develop new and better ways of meeting social service needs.

## 6. Environment

The category of environmental issues includes the conservation of air, water, and other natural resources and the preservation and development of an environment that is attractive to the intellect as well as to the senses. Key environmental issues facing the citizens of Orange County are enumerated below. (Many of these are closely related to the land-use open space issues described previously.)

### a. Should the lands of Orange County be covered more or less uniformly with urban development?

Valley lands? Foothills? Ocean frontage? Or should some major areas be left in open use?

### b. Should development policies be affected by the population carrying capacity of the environment of Orange County?

What is the population carrying capacity? The air resource capacity? The water resource capacity? The resource of psychological space? Would the carrying capacity be changed if different energy sources were used or if new technologies could be applied?





- c. Should the governmental, economic, and social organization of the area be reflected in the layout and form of physical development?

Bearing on the resolution of this question is the form of governmental, social, and economic organization finally selected: whether one dominant and a number of subordinate cities, or a number of coequal communities within a county framework. Whatever the decision, the question of whether to reflect the governmental organization in the physical form will remain.

The principal argument in favor of shaping the physical environment to mirror the governmental, social, and economic organization of an area is that, by so doing, that organization will be strengthened. In other words, a neighborhood that resembles a neighborhood is more apt to be treated as a neighborhood and to function as one. A city that meets the image of a city is more apt to be considered as such by both residents and visitors, and thus it should function better economically, socially, and governmentally.

The argument is also made that a distinctive physical form can also help to strengthen the identity of the individual with his community or city. When such identity is strengthened, the individual is more likely to feel a "sense of community" and to gain security, pride, and a greater willingness to shoulder the responsibilities of citizenship.

Obviously, these advantages of a distinctive physical form are intangible. There is reason to believe, however, that they may be highly significant. Prominently visible or very distinctive features have a substantial impact on the images and attitudes carried by the public. The famous boulevards and squares of Paris, the Vatican in Rome, the bay in San Francisco (and in so many other seaside cities), the Commons in Boston, and the lakefront in Chicago--each has a unifying effect on the people who share them.



- d. How and to what extent can the higher standards of design quality prepared for Irvine be matched in other parts of Orange County?

On the one hand, the high design qualities being established in the Irvine developments are a great asset: they tend to increase values and they serve to attract much new investment. On the other hand, these qualities are a challenge to all other existing and new development in the area. Unless higher standards of planning and design are applied throughout Orange County, the competitive advantages of Irvine will be increased even further, and the disparities between Irvine and other communities will become even greater.

- e. How can some of the many social and cultural problems associated with typical suburban development be avoided?

Many social and cultural problems are now being attributed to the patterns of development found in suburbia. The high costs of suburban life, the isolation, the lack of variety and cultural continuity, and a number of other typically suburban conditions are said to be the contributing causes of a whole host of social ills. Dr. Margaret Mead was recently reported as saying with reference to the suburbs that "we have created a monstrous type of living, and people are rebelling."<sup>10</sup> Examples of "inhuman" existence associated largely with suburban life cited by Dr. Mead include:

"Young mothers suffering postnatal depression because they are separated geographically from others in the family.

"Suburban couples finding the very evils they tried to flee in the cities--crime, drug use, corruption, high taxes, and schools regarded by students as 'prisons.'

"Aged people in nursing homes 'pretending to be happy' when they see their children once a month.

"Hundreds of thousands of well-heeled widows idly 'polishing brass' instead of engaging in useful activities.



"Many fathers holding two jobs to pay for power lawnmowers and 'a two-vacuum-cleaner household, one up and one down.'

"Children growing up in communities segregated by race, age, sex, religion, income, and occupation, with no exposure to diversity.

"Unmarried people with no alternative but to 'spend most of their life arranging dates'."

Although these observations are illustrative only, and though they may apply to central city as well as suburb, they are suggestive of the need to reconsider our assumptions on the design of city and living environments. It is quite plain that visually attractive and neat surroundings cannot in themselves produce happiness and good mental health. Social and economic systems must be involved as well.

#### Irvine Impacts on Environment

The proposals for the Irvine Area impact upon the environment at several scales. They place an additional burden of population on the area, whose effect on air and water resources is not known. The proposals would eliminate much highly visible open space and would dramatically change the character of a major part of the county. They would also (apparently) establish a series of residential areas that would be designed to reinforce a village concept of social and possibly governmental organization.

The Irvine proposals are not so clear, however, in their establishment of focal points or distinctive forms at the larger scale. The major commercial center proposed at the eastern edge of the area is not really the center of Irvine; rather, it is the center of the whole eastern two-thirds of the county. The proposed "environmental corridors" would have some "form-giving effect," but they do not appear to be strong enough to unify a city or to give it a distinctive character. Nowhere in the plans do we see features that would have the dramatic unifying effect of a Central Park, a Chicago lakefront, a Balboa Park, or a Pennsylvania Avenue, either for a city of Irvine or for the county as a whole.





## 7. Innovation

One issue that penetrates all others is the question of whether every possible advantage is being taken of the opportunity to innovate--to find new and better ways of building an urban society--in Orange County and especially in the Irvine developments. The opportunity to innovate is sometimes mentioned in materials describing the Irvine proposals. But actual innovations are apparently yet to be developed.

The range of potentials for innovation and the need to innovate are both very broad. They extend from methods of governmental organization, finance, and operation, through physical design, and into such areas as waste treatment and disposal. The importance of these potentials has been recognized in the provision of major grants to the Minnesota Experimental City Project (MXC) and in new programs of research and development in transportation and housing.

One of the biggest limitations affecting all innovative work undertaken to date is the lack of a large-scale opportunity, complete with market and land control, where new equipment and techniques can be developed and demonstrated. Orange County and Irvine could provide this opportunity as virtually no other area can. The question is, will the various interests involved recognize this exceptional opportunity and will they take steps to effectively use their unique potential to find new ways of meeting human needs?

### Irvine Impacts on Innovation

Many beginnings of innovation are suggested in the descriptions of the Irvine proposals. Some of these are related to "innovative" design of "environmental corridors" and "villages," presumably complete with unique combinations of social facilities and services. The proposals also indicate that some innovations may be expected in governmental organization. All of these areas are worthy of innovation, and major efforts should be made in each of them, backed with every public and institutional resource possible.

The potentials for innovation, however, extend beyond these few areas into transportation, utilities, and waste disposal, and into the relationships between development densities and patterns and the various supporting facilities and services. The unique opportunities for innovation in the Irvine development are a



result of its size and scale, combined with an apparently vigorous market. Under these unusual circumstances, whole new systems and relationships could be developed and applied in ways that would overcome or prevent problems involved in the acceptance of "newness" or something "different." It should be possible, for example, to develop varied mixtures and higher intensities of land-use in the area while avoiding some of the negative factors that are often associated with these conditions.

The fundamental impact of Irvine on innovation is that it provides the opportunity. The issue is whether and how this opportunity is to be grasped by the interests involved.

### Summary

These, then are the principal developmental issues and impacts of importance in the Santa Ana-Irvine Area. The policies and programs (or the lack thereof) that are formulated to deal with these issues and impacts will have far-ranging effects--short-range as well as long-range. They will determine whether it is indeed possible to create a "model city" in the Irvine Area, and whether this city will be created at the expense or to the benefit of its environment.

In a sense, Santa Ana and the other communities of Orange County are at a continental divide. By working with the county and the developers of the Irvine property, the cities can now move to overcome the many problems that have developed through an era of crushing growth before these problems become even more severe. They can use the challenge and the opportunity of the Irvine proposals to take a giant step forward in establishing an environment of quality--physical, social, economic, and governmental. Or, they can let this opportunity pass. If they fail to seize this opportunity the financial, housing, transportation, open space, and other needs of the area will almost certainly get much worse, and they will be far more difficult or even impossible to resolve.

Recommendations for policies and programs that will help deal more effectively with these pressing issues are made in the section that follows.



## 2. POLICIES AND PROGRAMS

In a situation as complex and fundamentally important as that confronting Santa Ana and Orange County, it is difficult to recommend firm, detailed policies and programs on the basis of limited study. Certain major recommendations can be made with considerable confidence, however, and a number of programs and policies can be suggested for serious consideration.

Because of time and budget restrictions, the amount of explanation and justification of the following recommendations is limited. It is hoped that this abbreviated presentation will provide an adequate understanding of what is indicated.

### Policies

Policies that will affect the future development of Orange County in fundamental ways should be established as soon as possible to guide the many persons and organizations that are involved in the issues and opportunities created by that development. A number of major moves must be made that will require study, negotiation, and the devising of detailed procedures, plans, and programs. If this work is to proceed in a timely, fruitful manner, policy guidance must be provided.

The following policies are suggested for consideration:

Policy 1: Planning and programming in Orange County should be directed to strengthening and supporting the concept of the area as a model county-region.

A comprehensive concept of the future of Orange County and its various communities is needed to provide a goal and framework for the wide variety





of decisions that are required. The Irvine Company has presented the challenging concept of a "model city" for the area under its control. The city of Irvine is not being developed in a vacuum, however, and it is not likely to be a worthy model if the cost of its development includes the exploitation or deterioration of the areas that surround it.

What is needed is a larger concept, one that encompasses Irvine and the balance of the Orange County region. This concept should permit Irvine to be developed as an integral part of the regional community--economically, governmentally and socially, as well as physically--rather than as a uniquely separate and self-contained entity. It should also provide the framework for resolving the many countywide problems, while continuing to respect the differing needs and desires of the area's numerous communities.

In short, Orange County should seek to become a model county-region.

Although Orange County is a part of the larger southern California region, a strong case can be made for treating it as a separate region for many planning and governmental purposes. Certainly the county can provide the governmental structure for dealing with the many problems that individual communities cannot deal with.

Policy 2: Techniques to increase and more equitably distribute tax and other revenue resources should be found and applied.

Management of financial resources is an essential aspect of a model county-region. Here, the work of the California Council on Intergovernmental Relations and similar study groups should be applied.<sup>1</sup> All promising concepts should be explored. Where legislative action is needed, this should be sought.



Policy 3: A multi-level governmental structure should be devised and applied in Orange County, and authority and responsibility should be distributed to produce rational, equitable, efficient, and democratic decision-making and governmental operations.

Multi-level government is another essential aspect of a model county-region. Uncertainty regarding the roles and responsibilities of the different levels of government causes conflict, confusion, neglect, and apathy in governmental operations--specifically in the reactions to the Irvine proposals. Three criteria suggested by the California Council on Intergovernmental Relations<sup>1</sup> indicate the types of factors to be considered in determining the structure of a multi-level government.

These criteria are:

"Policy choice regarding public programs should be at that level of government which largely encompasses the source and solution of the public problem, that is, where benefits from the service are consumed mostly within the boundaries of the government making the choice.

"Furthermore:

The level of government which determines policy is the one which should be able to and should assume major responsibility for adequately and equitably providing funds. User charges should be made where it is practical and where equity can be maintained.

"And finally:

Government services should be administered at that level which is legally and administratively capable of providing services within a price range and at a level of effectiveness acceptable to the public representatives determining policy."









Policy 4: The county should continue to expand and strengthen its role in the guidance of development and in the provision of urban services.<sup>2</sup>

Orange County government should complete the transition from a rural, agency-of-the-state role to one of active leadership in all aspects of urban and regional development and conservation. Determined leadership is needed to deal with the many problems and opportunities facing the area. Most municipalities are not large enough to be effective in providing leadership. The state and federal governments, on the other hand, frequently have the ability, but they seldom have either the incentive or the sensitivity required to produce adequate solutions to county-regional problems.

In completing this transition, Orange County should be prepared to assume full responsibility for meeting the needs of a metropolitan area, to provide whatever services are deemed to be most appropriately supplied at the county-regional level, and to offer leadership and support to municipal and other governments within its jurisdiction.

Although the exact character and role of Orange County government should be determined by the application of Policy 3, above, it is clear that the county must bear increased responsibility for the planning and operation of supporting systems and urban service systems. These systems should be identified as soon as possible, and programs should be undertaken to deal with them.

Policy 5: The physical forms and environmental conditions of the area should reflect the organizational concepts of the model county-region.

If the organizational concept of the model county-region prescribes a system of subdivisions, such as cities and the further subdivisions of cities into communities or neighborhoods, then this system should be reflected in the location and distribution of governmental and other "centers," in the planning of transportation systems, and in the functions and location of open space.



Various degrees of self-sufficiency in employment and public services, for example, should be attained in the county as a whole and in its various subdivisions, and the physical form should reflect this socioeconomic structure.

Policy 6: The county should assume full responsibility for providing public leadership and control over the development of and the provision of interim services to large areas of vacant land.<sup>4</sup>

It is possible that some system can be devised to share the responsibility for control of land development and delivery of services with the initial residents of a neighborhood or community. This arrangement will likely vary from one situation to another, and in any case certain aspects of a development will be of county concern. Thus the county should provide the mechanisms for establishing what should be done in any area to reflect the public interest.

In the Irvine Area, this means that the county should exercise basic development controls over all aspects deemed of county concern and, until a responsible, capable, and representative local governmental unit is formed, over all other aspects deemed of public concern. Several of the terms used here must, of course, be defined, but until they are, the county should continue to exercise all public control.

Policy 7: The development and investment policies of the county should seek to maintain a balance between existing and newly developing areas.

The definition of the term "balance" will require some effort. A development strategy should be devised that will optimize the use of existing investments and encourage appropriate maintenance and reinvestment in the areas already developed. At the same time, new lands should be opened for development at a pace that will discourage inflation and that will help the county to meet its need for housing and employment opportunity.



In the words of a County Planning Department study paper, the potentials for developing the Irvine Area must be turned into a "countywide success." The needs and potentials of the entire county and especially areas adjacent to the Irvine Area must be studied and planned for if the development of the Irvine Area is to become a countywide success in actuality. The desire to "resolve the problems of Irvine" can lead all too quickly to a concentration of effort on those problems at the expense of other issues and needs in the county. A "countywide success" cannot be achieved in this way. Obtaining a "balance" starts in the allocation of planning resources and attention.

Policy 8: The development of the county should be characterized by high environmental standards, particularly in the locations, character, and quantities of open space.

If property values are to be maintained, indeed if they are to be increased, and if human values are to be respected, then the significant and distinctive environmental assets must be preserved and major amounts of land must be held open. The future of an attractive, healthy environment--the "goose that laid the golden egg"--is seriously jeopardized throughout southern California, but nowhere more so than in Orange County. Although the design details of new developments in Orange County are of a high type, their overall settlement pattern promises to be just as threatening to the environment as would similar developments of lesser design quality.

Dramatic, major steps should be undertaken to preserve environmental assets and open space. And policies should be adopted that will support further efforts in this direction.

Policy 9: A truly balanced system of transportation should be provided in Orange County, at the interregional, metropolitan, and community levels.

Although continuing improvements probably will be required in all forms of transportation, the attainment of a balanced transportation system





calls for innovative steps to be taken to provide systems of public transportation. The arguments for public transportation systems are made in many other places; they will not be repeated here. Suffice it to say that policies should call for the development of a strong public transportation system so that its planning can go ahead and so that land and other development decisions can be made in ways that are compatible with it.

Policy 10: Housing, ample for all population groups, should be well distributed throughout the county.

Again, the nature of the housing problem in Orange County has been documented in depth elsewhere, and it will not be reviewed here.

The report Orange County Low-Income Market Aggregation Study indicates that the following are some of the principal conditions to be dealt with:<sup>5</sup>

- 10,000 households are living in substandard units
- 90,000 are paying substantially more for shelter than they should, based on income
- as many as 100,000 households are in need of better facilities or lower rents, and are not capable of obtaining them
- by 1975, as many as 116,000 households (almost one out of every five) will be in need of better shelter or lower rents

"....many low-income and minority households, older persons and students are inadequately housed. They must live in structures which are often deteriorated or dilapidated, in neighborhoods lacking adequate services, and must often pay disproportionate rent for inferior units. Low- and moderate-income families living in adequate units often must pay in excess of 30 to 40 percent of their after-tax income for rent or mortgage payments.



"There is, without a doubt, a housing problem in Orange County. It is not only limited to the relatively small number of families who live in the many barrios and ghettos scattered throughout the county, but is reflected in the growing lack of adequate housing available at a cost within reach of all low- and moderate-income households, regardless of ethnic background.

"The present housing situation could soon reach crisis proportions as the county continues to grow. Low- and moderate-income families will be drawn to work opportunities in industry, and will want to reside close to their jobs. Unless adequate housing is provided, these families may be forced to move into existing and new 'ghettos,' where lack of transportation opportunities, language barriers, and inadequate school facilities limit their earning potential."

### Programs

Several sets of activities should be initiated or rapidly advanced as soon as possible. These should be aimed at the resolution of as many of the issues and impacts described in the preceding chapter as possible. Obviously, some priorities will need to be established. The degree to which these programs can be accomplished will depend largely on the extent of joint public and private commitment they receive.

Several criteria are suggested as a basis for helping to establish priorities.

- First, emphasis should be given to those activities that increase the ability of local governments--the county and the cities--to deal quickly and effectively with the issues they now are facing. This particularly means work that will improve the governmental structure and organization and the distribution of public functions, and work that will produce a more adequate, equitable revenue structure.
- Strong emphasis should also be given to activities that produce or firm up decisions regarding plans for important countywide systems. Plans for public transportation and open space are most urgently needed, both to provide a basis for programs and to provide a framework for other development planning.



- Significant resources should be applied to the discovery and development of innovative ways of meeting urban developmental and social needs as they occur within the context of Orange County. Hopefully, university or some similar "outside" resource would be available to help in this area.
- Finally, activities should be emphasized that will help to get needed programs under way. These would include programs dealing with problems of housing and neighborhood quality, improved systems of providing social services, and some initial public transportation.

Basic program areas recommended for consideration are:

Program 1: The Orange County General Planning Program should be vigorously pursued, expanded, and improved to make it an effective, equitable device for decision-making.

One of the chief questions to be resolved is whether and how the public interest is to be reflected in developmental decisions. The county's General Planning Program provides techniques for identifying the various public interests and for reconciling or choosing among them. This program should be expanded and vigorously pursued.

The ultimate responsibility for determination of the public interest and its implementation at the county level should rest with the County Board.

Specifically with respect to the Irvine proposal, a number of issues should be identified as being of countywide concern. Any local actions that would dictate the resolution of these countywide issues should not be permitted until necessary plans have been developed and properly adopted. (Appropriate mechanisms should also be established for the review and approval of proposals of less than countywide concern.) Examples of the types of things that probably should be designated as being of county concern are:

- Commercial and industrial areas that serve more than one community or cluster of neighborhoods.





- Public transportation above the "community" level, including station stop areas.
- Facilities for solid waste handling and disposal.
- College, university, and hospital locations.
- Freeways, freeway interchanges, freeway interchange areas, and probably major and primary arterial highways.
- Natural drainage ways, waterways, and reservoirs.
- Certain types and densities of multiple-family housing.
- Areas of special historic, natural resource, or open space value.
- All airports and airport environs.
- Certain countywide or multijurisdictional programs, including those concerned with various social services and housing.

To provide a better countywide framework for the evaluation of proposals for the Irvine Area and to indicate the types of plans and action needed elsewhere within the county, the development of a number of plan elements needs to be greatly accelerated. Although the making of key decisions should not be rushed, neither will it do to become entangled in endless and needlessly detailed studies. Hesitation in the making of key decisions is an invitation for them to be made by the relentless "course of events."

Thus it is recommended that a crash effort be made to develop a countywide development concept or sketch plan. Where questions of technical and policy agreement can be resolved, the plan should set firm guidelines. Where technically sound solutions can be identified, these should be proposed. And where additional technical and policy development work is required, this work should be spelled out.



Work should proceed on a variety of fronts simultaneously. As a start, plans should be devised for more adequate, rational, and equitable tax and governmental structures. Without these plans, municipalities will continue to compete for the tax base and to resist developments or activities that are needed but which represent a net public cost. So long as the pressure of this competition and the resultant inequities in ability to accommodate public-cost activities exist, it will be very difficult to obtain acceptance for rational and technically sound plans.

From the standpoint of Santa Ana, it is extremely important that countywide or area-wide plans be advanced for the following:

- The functions and locations of major office-commercial centers, with special emphasis on the role of the Santa Ana central area and other commercial areas in and near Santa Ana.
- The function, size, and character of the county government center.
- The general location of public transportation lines and stops of an interregional and regional or metropolitan nature.
- Roadways and land-uses in the Santa Ana and Newport Freeway corridors.
- The development and implementation of a countywide housing program.
- The location, character, and access of all major industrial districts.
- The development and implementation of plans to provide certain social services on a countywide basis, particularly health and special education.

Certain other plans of significant importance to Santa Ana also should be prepared. These include plans for major open space, ocean front conservation and development, the development and protection of drainage ways, and airport locations.



Until the Irvine Area and other areas come under capable municipal jurisdiction, the county also should exercise and provide municipal-level controls and planning services.

Program 2: An accelerated program should be undertaken to restructure, reorganize, and strengthen county and local government.

The task of governmental reorganization is considered one of the most important activities to be undertaken in Orange County. Although reorganization should be supported by sound planning and analysis, its importance demands that it be undertaken as a distinct set of activities, with clear objectives and mandates for progressive accomplishment. A program of reorganization should be especially charged with making progress in the execution of Policies 1, 2, 3, 4, and 6, discussed previously.

Program 3: A countywide program to establish and improve public transportation service should be initiated.

This program again will depend on a countywide planning program. Even so, a number of short-range activities can be identified that will be of both immediate and lasting value. Mechanisms to permit the undertaking of these activities should be established, sources of funding found, and the process of improving public transportation should be initiated.

Program 4: A much expanded countywide program should be established to preserve or acquire open space.

The great deficiency of secured and protected open space in the future development plans prepared so far in Orange County is described in several places, and there is little question of the need. Key questions have to do with where and how to preserve such space, and who should be responsible for its preservation. Although some planning is required for this program, many of the needs and potentials are apparent enough that a program of preservation can move forward immediately. Procedures similar to those indicated for a public trans-





portation service (see above) should be taken to enable such a program to proceed.

Program 5: A countywide program should be established to help meet basic housing objectives.

The solution to the housing problems and needs of Orange County is not yet clear. It is apparent that the program must consist of a variety of actions--some conventional, and some quite innovative and possibly requiring new legislative or similar authorization.

Because of the need to develop new approaches and techniques, the programs and mechanisms to be established should be designed to seek out and stimulate new methods and types of activities. Although a housing program could be established under existing state law, this law and the available public programs should in no way restrict the imagination of those charged with finding solutions to Orange County's housing problems. Rather, they should be charged with the responsibility of applying the best possible combinations of housing and funding programs.

Orange County cannot afford to wait until solutions to housing problems are found at the national or state levels. The county should seek ways to meet these needs and to obtain the financial and legislative support needed for their implementation.

Program 6: Municipalities and other subdivisions of the county should intensify their planning and improvement activities in concert with the county.

However the functions of government are finally distributed, a number of functions will remain at the municipal or community level. Even where the county may have ultimate responsibility, municipalities have an obligation to identify and call attention to their own special interests and concerns. Thus, Santa Ana (and other municipalities as well) should move forward with vigorous efforts to identify local issues and needs and to develop solutions and courses of action to put them into effect.



Santa Ana, in particular, should move forward with a planning and development program that will emphasize its strengths and seek to overcome its weaknesses. Some of the positive points on which Santa Ana can build are:

- Its location within Orange County, which is becoming more central with respect to the distribution of population and economic activity in the county.
- Its location with respect to three major free-way corridors--Santa Ana, San Diego, and Newport. Each of these corridors is rapidly becoming the focus of more intensive and more valuable development. Some of this development may be destructive and some may be beneficial. Through its planning and development efforts, Santa Ana can capitalize on the growing values of these corridors, and it can successfully resist certain potentially negative impacts that may be generated in these areas.
- The existence of certain important area-wide facilities within or adjacent to the community. The County Governmental Center and several major hospitals are the most prominent examples.
- The value of certain corridors in the community as potential locations for regional or inter-regional public transportation facilities. These corridors--and particularly the station stop areas--are potentially extremely valuable areas for more intensive development.
- The "good address" that Santa Ana has gained by being one of the pioneer communities in the county, by being the county seat, and by having a name that is strongly associated with the history and natural features of the area.
- The rather substantial amount of land within the community that is still undeveloped or potentially suitable for redevelopment.



These assets are not, of course, all of the assets possessed by the City of Santa Ana. They do illustrate, however, the advantages around which a planning and development program should be built.

The city's program should, in general, be compatible with that of the county. In return, it is expected that the county would pursue policies and programs, such as those recommended herein, that will help to meet the needs of Santa Ana (and other cities) and that will protect the best interests of Santa Ana residents.

Program 7: A program to improve and coordinate social services should be developed and implemented in the area.

The County Planning Department and other agencies and individuals have suggested that greater effort be applied to the planning and coordination of "human resource development." Without question this is needed. In anticipation of such a program, and perhaps even as an early phase, mechanisms should be established to better coordinate the services now being performed and to make sure that services are getting to those who need them. Examples of possible mechanisms would be neighborhood centers strengthened to provide a broader range of services, and "councils" or "offices" established to expedite coordination at both the policy and service level. These mechanisms should, of course, be subject to improvement and change in the future. But they should be established soon, both to meet immediate needs and to provide the experience and incentive required for the development of still better programs.

These are the principal recommendations regarding the developmental policies and programs to be pursued in the Santa Ana-Orange County Area. More specific recommendations for immediate next steps are made in the following chapter.



3.

### RECOMMENDED ACTIONS AND NEXT STEPS

The current situation regarding the Irvine proposal demands immediate actions, largely of a corrective nature, to establish a planning and development process in which the developer and each involved unit of government exercise clearly delegated responsibilities. These immediate actions and responsibilities should be complementary and avoid duplication, and they should be coordinated and directed toward achieving the concept of the model county-region alluded to in the preceding chapter.

This chapter includes recommendations for the Orange County Local Agency Formation Commission, the Orange County government, the City of Santa Ana, the Irvine Company, the State of California and the federal government.

#### Local Agency Formation Commission

In its December 8, 1970 "Report on Planning," the Grand Jury of Orange County stated that "the Local Agency Formation Commission has an important role to play in the development of the county."<sup>1</sup> At this particular time in the history of Orange County, this commission plays the key role in the incorporation of the Irvine property and in the future governmental organization of the entire county.

No other issue is of such immediate and profound importance as the "Notice of Intent to Incorporate" submitted by the Council of Communities of Irvine. Action on this request will determine whether future planning and development activities of the Irvine Company will be subject to approval by representatives of the 1.4 million residents of Orange County or by representatives of the 7,000 residents of Irvine. The following recommendations are therefore considered to be of highest priority:





1. The Local Agency Formation Commission should deny the petition submitted in its present form by the Council of Committees of Irvine, or postpone action indefinitely until certain prerequisites are fulfilled.
2. As a matter of public policy the commission should institute a moratorium over any and all petitions for incorporation, boundary changes, or special districts until such time as recommendations 3, 4, and 5 (below) have been carried out. Consideration should be given to a single consolidated county service area as an interim governmental organization for Irvine.
3. A positive program should be undertaken by the commission immediately to recommend a system of government, including boundaries, for the Irvine property. This system should be applicable not only to the central sector of Orange County, but should also serve as a model for the whole county. The key to this recommendation is that the commission must act as an initiator of policy rather than in response to implicit policies resulting from petitions such as the Irvine petition.<sup>2</sup> This step requires the mutual support of the Orange County Planning Commission, the Orange County Board of Supervisors, and representatives of municipalities and special districts.
4. The commission should actively review the status of local government function and boundaries, make recommendations, and with the cooperation of affected governmental units execute a program for multi-level local government, including incorporations, boundary changes, and reorganization or consolidation of governmental units where appropriate.
5. Utilizing the above experience and that of other California LAFC's, the commission should establish and adopt clear-cut guidelines and procedures for entertaining and reviewing petitions or initiating governmental reorganization programs.<sup>3</sup>

No other subject bearing on the Irvine property and governmental organization possesses such a wealth of information and professional opinion. Still a new concept in local government, the local agency formation commission has been subject to scrutiny throughout California and the nation. Studies conducted by the State of California Office of Planning,<sup>4</sup> the Council on Intergovernmental Relations,<sup>5</sup>



the University of California (Berkeley) Institute of Governmental Studies,<sup>6</sup> the University of California (Davis) Institute of Governmental Affairs<sup>7</sup> have all made recommendations for strengthening this new and useful governmental agency.

Among the difficulties to be overcome are the overlap of responsibility with local planning commissions and the disparity in levels of performance between counties. The California Council on Intergovernmental Relations anticipates that state legislation will be introduced in 1971 to mandate minimum levels of performance by all local agency formation commissions, including adoption of specific guidelines and procedures, and the preparation of plans for governmental organization. Such performance is commensurate with the major responsibility shared by these agencies and the fact that they offer the only protection available against piecemeal annexation and the proliferation of ineffective units of government.

At the national level, the Advisory Commission on Intergovernmental Relations has conducted the most extensive research available on governmental organization,<sup>8</sup> and recent studies by the Twentieth Century Fund<sup>9</sup> and the Arizona State University Institute of Public Administration<sup>10</sup> have focused on governmental organization in new communities. The consensus supports a staged program for arriving at municipal incorporation and stresses the hazards of premature incorporation.

Locally, the Irvine Company commissioned a study by John C. Bollens of the University of California, Los Angeles, resulting in recommendations for governmental organization. Mr. Bollens recommended specifically that "the ultimate governmental system for Irvine should be a single municipality, (1) a city embracing the entire territory, and, if the people choose (2) 6 or 7 towns in the population range of 50,000 to 80,000 each covering a part of the total area."<sup>11</sup> This two-level system of municipal government for Irvine is consistent with the multi-level system mentioned in the previous chapter of this report, which includes an expanded role for county government.

Though virtually all sources indicate that the Irvine property should be incorporated ultimately, many questions have been raised concerning the organization of government. For example, there is the question of whether the entire property should be one city or two--the "university city"



proposed in 1964 and a second city north of the San Diego Freeway. Furthermore, the plan proposed by the Irvine Company envisions a city of small "villages," whereas the governmental study by Bollens recommends six or seven "towns" in the population range of 50,000 to 80,000 each. Certainly, these two concepts are each distinctive, and their influences on the physical plan proposed by the developer would be significantly different. These questions and others still unanswered that deal with the economic and political viability of the proposed city support the conclusion that the action to incorporate is premature.

An equally important decision must be made regarding when it is appropriate to incorporate this area. The criteria for incorporation must be clearly established, and recommendations must be made in advance to cover the transitional period. Mr. Bollens recommends that "in a practical sense, a two-level system could be instituted at the time when at least two towns have become reasonably populated. A town of approximately 30,000 people could be considered an appropriate minimum, since this would be the lowest population that could conceivably support the full complement of public schools below the collegiate level." He goes on to say, however, that "a study pertinent to urban services for Irvine indicates that a significant threshold of economy in general government occurs when a jurisdiction reaches a population of about 60,000."<sup>12</sup> These recommendations for effectively sized municipalities are generally supported by studies<sup>13</sup> of the Advisory Commission on Intergovernmental Relations and the Committee for Economic Development.<sup>14</sup>

On the other hand, it is absolutely essential that property that is ultimately to be included in a proposed city or cities not be subject to annexation by adjacent municipalities. Since the current petition for incorporation was inspired to a considerable degree by the surprise annexation of the Collins Radio Company to the City of Newport Beach, it would be desirable to eliminate further misunderstandings by calling a moratorium on boundary changes until the future governmental organization for Irvine is determined by the LAFC.<sup>15</sup>

Strong consideration should be given to providing an interim organization for Irvine in the form of a consolidated county service area. At present, four county service areas cover the Irvine property. They represent a highly regarded new technique for providing urban levels of service





to developing areas. For example, 394 such districts have been created in California in the 10-year period from 1959 to 1968--12 of which are located in Orange County.<sup>16</sup> Furthermore, the county service area is a procedure highly regarded by the Advisory Commission on Intergovernmental Relations,<sup>17</sup> the California Council of Intergovernmental Relations,<sup>18</sup> and John G. Gliege,<sup>19</sup>. Improvements could be made at Irvine, however, in the form of a single consolidated county service area approximating the future corporate limits, or a series of county service areas approximating the proposed "towns."

The most articulate and directly comparable recommendation for governmental organization has been introduced by the San Diego County Local Agency Formation Commission, which deals with the new city of Rancho San Diego planned for 75,000 persons.<sup>20</sup> The Orange County LAFC would be well advised to read the San Diego report in detail.

Finally, it is worth reiterating that the problems and opportunities related to Irvine are only indicative of those associated with governmental organization throughout Orange County. With Irvine as a model, the Local Agency Formation Commission in concert with the County Board of Supervisors and the Planning Commission should prepare and execute a positive program of governmental modernization to cope with this new era in county history.

### The County of Orange

Unquestionably, it is the government of Orange County through its elected officials on the Board of Supervisors that must assume the major responsibility for the quality of new development such as Irvine and for its impact on existing communities. If the public interest is to be preserved and the quality of life improved for existing and future residents it is the Orange County Board of Supervisors, not the developer, who bears the ultimate responsibility.

This is an awesome responsibility never before experienced by the county, requiring a new commitment to the electorate and new procedures and standards for administration. Much of the day-to-day responsibility for advising and carrying out the policies of the board of supervisors is delegated to the Orange County Planning Commission and the County Planning Department. Throughout the past year these organizations have demonstrated deep concern for and



an understanding of the impact of the Irvine proposals on the entire county. Their response in the form of continuing dialogues and printed reports has been outstanding. Perhaps nowhere else in the country has local government conducted such an extensive evaluation of new community proposals as in Orange County. Though time has not yet permitted a condensation of the voluminous materials prepared in response to the Irvine proposals, the procedures and professional standards applied to this evaluation can justifiably be considered a model for the nation.

It is indeed unfortunate that the rapid rate of growth in Orange County has until 1970 demanded that the services of the county planning department be applied to day-to-day problems rather than to the overall planning for medium-range and long-range development of this urban complex. As is often the case, however, people and governments respond to crises in extraordinary ways; such has been the case with these organizations throughout 1970. Their findings and recommendations to date clearly identify a new level of responsibility demanded of Orange County and indicate ways to fulfill the challenge of a model county-region.

Recommendations for immediate action by Orange County are:

1. The new Orange County Board of Supervisors should make a firm public commitment to the concept of a model county-region as expressed in the ten policies recommended in Chapter 2. This commitment should be complemented by an accelerated program to modernize county government as begun several years ago and carried out under its highly regarded Administrative Officer.
2. The board of supervisors should instruct the new county planning commission to review in detail and fulfill obligations relative to the December 17, 1970 approval of the Irvine Central Area General Plan by its predecessor commission, especially those that require supplemental information to be supplied by the Irvine Company.
3. The county planning department and the planning commission should clearly define the terms "comprehensive plan" and "comprehensive planning process" as applied to Orange County, including specific refinements to the plan review process of the commission, so that the private developer has appropriate guidelines to follow.



4. In view of recent developments and experience, the county planning department should review its 3-5 year planning program and make appropriate refinements immediately so that its resources can be focused and scheduled accordingly.<sup>21</sup>
5. The county planning commission should immediately and without further delay formulate and recommend county-wide policies for natural resource conservation and urban growth, and an interim concept plan for regional systems and environment; these should be adopted by the county planning commission and the board of supervisors at the earliest possible date.
6. The Orange County Administrative Officer with the staff support of the county planning department and other appropriate agencies should undertake a study of alternatives and recommend a multi-level governmental hierarchy and system for delivering urban services to all residents of the county. An integral part of this assignment should be recommendations for financing local government, including revisions to the process of assessments and taxation.
7. In cooperation with the Local Agency Formation Commission, the county planning department should commit staff services to a study of and the making of recommendations for appropriate governmental organization for the Irvine Area and the county as a whole. This effort should be closely coordinated with Item 6 above.
8. The planning process for sectors of the county should be accelerated including the appropriate reorganization and expansion of the staff of the county planning department. At least three sectors should be considered: the urban north sector, the urbanizing central sector, and the rural south sector.
9. The county planning department and the planning commission should immediately finalize and adopt a plan and program of open space acquisition and the board of supervisors should accelerate the funding and execution of this program, especially in the Irvine Area while land is available.
10. The Orange County Board of Supervisors should take steps to create a county housing authority to execute a countywide action program for housing and redevelopment, beginning with a study by and recommendations





from the county planning department for policies legislation, intergovernmental coordination, and a program for execution and finance.

11. The Orange County Transit District<sup>22</sup> should be activated without delay and engage itself in an immediate effort to adopt public transit policies of importance to the county as a whole, especially regarding those systems that, being region forming, will affect the general plan for Irvine and the entire urbanizing central sector of the county.
12. In all its efforts Orange County should pursue innovation wherever new technology, legislation, and management procedures can contribute to a higher and more durable quality of life; this is especially pertinent to the Irvine Ranch where opportunities are greatest.

As expressed in Chapter 2, Orange County is gifted with the exciting opportunity, and indeed the obligation, to become a model county-region of considerable self-sufficiency. It is already well along in its program of transition from a predominantly rural form of governmental administration to a modern and predominantly urban management process. Many persons are quick to commend the current county Administrative Officer for the execution of this county policy.

The recent events and highlighted opportunities surrounding the Irvine proposal now beg for the acceleration of this transition. The newly elected Orange County Board of Supervisors can provide a major impetus by publicly acknowledging its commitment to the concept of a model county-region. One way would be to adopt the ten policies and seven programs recommended in Chapter 2.

Along these same lines the board of supervisors could follow one of several alternatives with regard to the December 17, 1970 approval made with certain reservations by the county planning commission of the land-use circulation and housing elements of the central area general plan submitted by the Irvine Company in March.<sup>23</sup> To maintain a flexible county position while awaiting completion of many of the activities recommended in this report, the board would be advised not to formally adopt the planning commission recommendations. Rather it should instruct the new commission, which it will appoint in January, to carefully review the report adopted on December 17 and implement its





recommendations in light of the increasing body of knowledge that is being generated almost daily. Specific attention should be given to requirements that the developer more clearly elaborate on or justify certain proposals before additional approvals will be granted and before requests for zoning changes will be entertained. This review need not invalidate those elements of the general plan that were explicitly approved without reservation.

The State of California is among the most advanced in specifying through legislation what the contents of a comprehensive plan should be, permitting the local jurisdictions to expand these contents as they see fit.<sup>24</sup> In recent months the county planning department has tentatively described its concept of a comprehensive plan, and has applied this concept to the review and evaluation of the Irvine general plan. Though absolute agreement on the detailed descriptions of a comprehensive plan and the process is always difficult to achieve, the concept proposed by the county planning department has merit.<sup>25</sup> Had the developer been made aware of this definition in advance of his proposal, numerous disagreements and delays might have been avoided. Nevertheless, the county is obliged on behalf of all its citizens to guarantee that a complete and contemporary comprehensive plan is adopted for a project as large as Irvine. In comparison with other areas throughout the country and taking into account progress during the past nine months, both the county and the developer should take pride in the level of sophistication emerging from the plan review process. There is no reason to believe that a definition of the plan and the process should jeopardize the development schedule of Irvine. On the contrary, it would appear that a modest amount of time early in 1971 could produce the desired refinements to definitions and enhance both the public and private benefits possible from this enormous undertaking.

Two major effects of the Irvine general plan have been to intensify the need for a countywide comprehensive plan and at the same time to divert the staff resources required for this activity to the review of the Irvine general plan. As a result of this and other factors, the county planning department has already fallen well behind its work schedule for countywide planning.<sup>26</sup> It is only reasonable to require, therefore, that the first order of business in 1971 be to revise the general planning program and its schedule so as to accelerate high-priority activities and reestablish a balanced, systematic program as first conceived.



The County of Orange is at a substantial disadvantage by not having adopted its own comprehensive plan prior to the Irvine proposal--or at least a coordinated set of policies relating to natural resource conservation (water-courses, open spaces, foothills); land-use and intensity; transportation (freeways and interchanges), public transit, airports, and military air stations; housing of all types (especially low-cost and moderate-cost housing), and public services. This obvious shortcoming has been well described by the county planning department, and it has made recommendations for accelerating and expanding its own planning program.<sup>27</sup> The board of supervisors should be encouraged to provide all moral and financial support to make this program a reality.

On the other hand, the county program must come to grips with immediate needs for comprehensive planning. For example, an interim concept plan for the county to be adopted in 1971 is essential and cannot await a complete analysis of all possible alternatives. It should be well under way in time to be coordinated with the preliminary regional comprehensive plan to be completed by the Southern California Association of Governments in July, 1971. The advantageous continuity of professional staff in the county planning department should make it possible to formulate a concept plan for regional systems and environment that is based on a desired modification of existing trends, building upon those trends that are assets and de-emphasizing those that are liabilities. This interim concept plan should be adopted by the county planning commission and board of supervisors at the earliest possible date.

The needs for improved urban service delivery systems in the county, for equitable and innovative means to finance these systems, and for more effective governmental organization throughout the county and at Irvine have been repeated several times in this report. Suffice it here to say that plans for these elements are every bit as important as a physical concept plan and should be prepared concurrently.

Among the many excellent available reports are those of the UCI-Project 21, which not only recommend planning and development policies but also recommend ways in which government can be reorganized and urban services can be more effectively provided and financed. As experience is gained with new communities throughout the country, it is becoming more evident that the primary concerns at the national level are for citizen participation in government and its



related institutions, for the responsiveness of government to citizen participation, and for the provision of urban services that are often taken for granted but in fact determine the day-to-day quality of life. Not that physical form and appearance are becoming any less important; rather the mood of our society today has reminded us that physical excellence alone is insufficient to achieve prosperity and the pursuit of happiness.

Comprehensive planning for component areas of the county, in addition to the county as a whole, is also essential. It simply is not in the public interest for the county to delegate its responsibility for this service to numerous small communities and to private developers. The urban north, urbanizing central and rural south sectors of Orange County each has its own problems and opportunities that demand planning leadership from the county.

Specifically in the urbanizing central sector, it is recommended that the county planning department establish a staff division or group to be delegated the full-time responsibility to plan and monitor development in this sector. Among its tasks should be the preparation of a coordinated public improvements and services program and related public investment and cash flow models. The activities of this staff division or group might be coordinated with and provided in support of a coordinated county service area for Irvine and its executive officer. Similar staff assignments possibly should be made for the urban north and rural south sectors as well.

On its own initiative this staff group should complete and recommend for adoption by the planning commission a comprehensive plan for the urbanizing sector, incorporating where appropriate existing general plans such as those that have been prepared to date by the Irvine Company, Mission Viejo, and others. The key distinction is that it should be the county, not the developer, who exercises initiative for general planning in the central sector. Though developer interests must and can be readily accommodated, the level of planning responsibility delegated to the developer should not be as broad and inclusive as it has been.

Similarly, this staff group should review the current validity of the South Ranch General Plan adopted in 1964, based on experience to date. Because of emerging differences in planning policies of the developer and the university, the county is in a position to mediate as well as initiate additional policies. Particular concern should





be expressed with regard to the "inclusion areas" now being planned by the university, the potential for public transit and housing opportunities, the concept of the town center, the environmental quality of Upper Newport Bay and public access to the Upper Newport Bay and the Pacific Ocean shoreline and beaches.

At a more detailed level, the entire Newport Freeway corridor merits a collaborative design study to guarantee satisfactory relationships between land-uses, transportation facilities, and environmental characteristics.<sup>29</sup> This corridor, representing as it does many of Orange County's most intensive problems and opportunities, will become either a barrier to unified county development or a catalyst inducing unified development, depending upon its most detailed planning and design standards.

Finally, the county must progress beyond the planning stage to the active execution of policies and programs that are in the public interest and can be most effectively provided at the county level. First, the county must expand substantially its commitment to a program of open space acquisition. The existing ratio of less than 3.0 acres of public (local and regional) open space per 1,000 persons is completely inadequate and unsatisfactory. Furthermore, under present acquisition trends it would be impossible for the county to achieve the standard of 4.0 acres of local open space per 1,000 persons recommended by its own planning department and board of supervisors<sup>30</sup> or the standard of 10.0 acres of local and regional open space per 1,000 persons recommended by the UCI-Project 21.<sup>31</sup> The Irvine Company's standards of 4.2 acres of local parks and open space per 1,000 persons and 8 percent of gross land area for parks, recreation open space<sup>32</sup> (though comparable to minimum standards for local parks) is well below those of most successful new communities in the country<sup>33</sup> and even below those in effect in some of the older central cities of the country.<sup>34</sup> Under these circumstances, higher standards imposed on private developers and an accelerated county land acquisition program are absolutely essential.<sup>35</sup>

Second, there is (for most practical purposes) no program to date in Orange County for low-cost and moderate-cost housing,<sup>36</sup> either at the county or municipal level. The Irvine Company has committed itself to a wide range of housing types and to equal opportunities in housing. It has stated "the Irvine Company acknowledges and accepts this responsibility....Accordingly, low-income housing is



and will continue to be an element of the Irvine General Plan."<sup>37</sup> The goal is to begin construction of low-income developments by January 1, 1972. It has already received certain preliminary commitments from the U.S. Department of Housing and Urban Development for assistance for Federal Housing Authority Programs 235 and 236.

However, the Irvine Company has not prepared, or at least has not made public, any program by which to evaluate its objectives or measure its achievement. Nor has Orange County produced such a program, and the Irvine Company is quick to point out that this must be a cooperative private-public responsibility. The first step in cooperative effort was the joint preparation of an analysis of low-income housing factors as they relate to the Irvine General Plan.<sup>38</sup>

Another participant in the housing process is the University of California, a most influential and well-endowed state institution. So far it too has failed to prepare or publish a program for dealing with this social concern, even for that proportion of housing need that can be directly associated with the UCI campus--i.e., low-cost and moderate-cost housing for students, faculty and staff, and housing for minority groups.

It has been stated by university representatives that the university will rely heavily upon the existing housing market in the area because of the present difficulty in forecasting housing preferences and enforcing student living patterns. Presumably, however, future planning for the development of university owned "inclusion areas" can satisfy some of these needs.

None of the above organizations can be relieved of its own responsibility for doing all it can to make a full range of housing opportunities a reality at Irvine and elsewhere in the county. The facts are that the need for low-cost and moderate-cost housing in Orange County is great and is growing rapidly. It cannot be met through the unilateral action of any one of these organizations, nor can it be met without a full-scale, active program at the county level where qualified professional staff can be retained, financial resources can be mobilized, and equitable treatment for all sectors of the county and for all county residents can become policy.



As an immediate prerequisite, the county planning department should complete the countywide housing element, and it should be adopted by the planning commission, the housing commission, and the board of supervisors. It is essential, however, that the department's analyses and recommendations relate to the entire county, not solely to unincorporated areas.<sup>39</sup> Next, the Orange County Board of Supervisors should create a county housing authority and charge it with the responsibility of expanding housing opportunities at all levels and specifically with providing housing for low-income and moderate-income residents and minority groups. This authority should be encouraged to work cooperatively with individual municipalities and to assist them with their own unique problems and opportunities. Finally, the board of supervisors should encourage the revision of state legislation that requires a local public referendum on each and every project proposal,<sup>40</sup> and return this responsibility to locally elected governing bodies.

Unless Orange County is to avoid in the years ahead what Los Angeles County has experienced in the past two decades, public transit, both regional and local, must be planned and developed at the county level. In November 1970, the citizens of Orange County created by referendum a County Transit Commission with authority to plan for and execute a public transit program. This commission should be activated immediately and granted full support from the county and its planning department so as to accelerate the formulation of regional transit policies that might influence the countywide and sector comprehensive plans.

Even at this time, the State Highway Commission (through the Los Angeles Regional Transportation Study) and the U.S. Department of Transportation have underway a Santa Ana Freeway corridor study designed to improve the total people-moving capacity and effectiveness of all modes of transportation along that corridor. It is timely and of immediate concern that the Orange County Transit Commission actively participate in this corridor study and guarantee that the public interest of local residents is expressed in its recommendations.

In summary, the County of Orange maintains the primary responsibility for the quality of life and the standards of urban development within its boundaries. It must mobilize its resources and exercise its talents commensurate with this responsibility.





## The City of Santa Ana

By virtue of its central location the City of Santa Ana has been destined to be the governmental center of Orange County and a major center of commerce and industry. Only in the decade of the 1960s, however, has it begun to exhibit virtually all the advantages and disadvantages of a centrally located urban place. Despite the fact that many desirable central functions are now being performed by the cities of Anaheim, Newport Beach, Costa Mesa, and Orange, Santa Ana remains the most heterogeneous municipality in the county, and its location becomes even more centralized in a market sense as development proceeds southward.

Though many questions remain regarding the general plan for Irvine it appears that the development of this 100-square mile area would not change the overriding role of Santa Ana in the county. It will, however, undoubtedly restrain future annexations by Santa Ana. The Irvine development may accelerate many adverse trends that usually become evident in mature central areas, and in all probability it will retard desirable trends by virtue of the competitive advantage of an entirely new environment. Most of these trends were already occurring and would have continued to occur despite Irvine.

Whereas the city's overall role remains firm, the rates of change in various characteristics related to that role will be significantly affected by Irvine. The response of the city must be evaluated and scheduled accordingly. This will require an objective reassessment of current governmental practices, undoubtedly resulting in new practices and policies.

Such periods of reassessment are to be experienced by all human institutions if they are to retain their vitality and usefulness, and someday will be experienced even by Irvine. In many respects it is fortunate that a development of this magnitude has called the need for reassessment to the attention of the City of Santa Ana at this point in its history. Many central cities lack such awareness when the same trends are incremental and less obvious to the electorate as well as to public officials.

The following recommendations for the City of Santa Ana are based on a threefold strategy of making certain that long-range potentials are not lost, capitalizing on immediate opportunities, and preserving existing assets:

1. The Santa Ana City Council should officially encourage the Orange County Board of Supervisors to adopt and





pursue the concept of a model county-region as expressed in the ten policies recommended in chapter 2. In turn the city should cooperate with the county in every possible way to achieve this goal.

2. An expanded and more pragmatic planning program for medium-range development of the city is essential, including increased levels of local funding and a more versatile utilization of outside financial resources.
3. The following recommendations of the Lafer reports are strongly endorsed and deserve immediate action:<sup>41</sup> Workable Program for Community Improvement; detailed plans for vacant lands; a revitalization program for the central area and deteriorating neighborhoods; a housing program; a program for improving public transit; and acquisition of urban open spaces.
4. Primary emphasis should be given to creating a greatly expanded and systematic program of code enforcement throughout the city to preserve desirable living environments and check deterioration.
5. Standards currently being achieved in the provision of urban services, especially schools and social services, should be reevaluated in the light of basic needs and the competitive standards of adjacent municipalities and the Irvine Area.
6. The city's capital improvements program should be accelerated in response to the impact of Irvine and in response to the backlog of improvements required to match internal but frequently postponed obligations. New methods of finance must be found.
7. An active public-private economic development program must be maintained continuously to take advantage of existing and future opportunities for achieving a balanced community.

Throughout the period of its most rapid growth (1950 to 1970) the City of Santa Ana has maintained a high degree of independence, as have other municipalities in the county. Whatever the former value of independence, it is now in the best interest of the city to enter a period of interdependence and mutual support with other units of government.



The future of Santa Ana will be determined largely by decisions made by others, the most important of which may be a decision by the county board of supervisors to adopt (or not adopt) the concept of a model county-region. Encouragement and cooperation from the city will set an example for other municipalities and will most certainly help the county board in its deliberations.

One significant way in which the city can make clear its commitment to intergovernmental cooperation and at the same time benefit itself is to intensify its own planning program for medium-range development.

In 1965 the City of Santa Ana completed a far-reaching comprehensive plan for long-range development of the city. With a few exceptions, such as the creation of a capital<sup>42</sup> improvements program and the government center, the city has not pursued this plan as energetically as it could have. Its broad recommendations are still considered valid, but the plan has been criticized for being too generalized and not sufficiently pragmatic to serve the short-range and medium-range needs. This gap must be filled, and the 1965 comprehensive plan must be amended or detailed to take into account the specific impact of the Irvine proposals.

Since 1965, however, the limited resources of the Santa Ana City Planning Department have been focused primarily on day-to-day administration and immediate issues. To supplement its own staff the city in 1970 retained the firm of Steven Lafer and Associates to review its 1965 Comprehensive Plan and recommend a revised work program for updating and implementing that plan. The newly recommended work program calls for an increase in the budget of the planning department commensurate with an increase in the advance planning staff from two professional planners in 1970 to six professional planners in subsequent years.<sup>43</sup> These additional expenditures represent only a minimum investment in the future and could be increased even more to measure up to the task ahead.

This added financial burden need not all fall on the taxpayers of Santa Ana. Many outside financial resources and joint funding programs are available which can supplement local efforts. For the most part, access to these resources (they too have limitations) requires creativity, sound justification, and persistence.



An immediate opportunity for Santa Ana is to see that vacant lands are developed to the highest possible standards. Approximately 20 percent of the city's land area remains vacant; most of this is in prime locations such as that adjacent to the regional shopping center in Costa Mesa. Some of these lands are already zoned industrial, but their development has been retarded because of the apparent lack of amenities. Yet detailed plans for these areas have not been prepared, nor is there an active program to guide their development. Since the major physical impact of the Irvine proposals will be in the vicinity of the Santa Ana, Newport, and San Diego Freeways, which coincides with the distribution of vacant lands, planning for these areas should be postponed no longer. The city should not only initiate detailed planning for these lands, but it also should encourage and participate in the proposed Newport Freeway corridor study.

The primary thrust of the city's effort should be directed toward improving and where necessary redeveloping the built-up areas of the city. The preparation and adoption of a Workable Program for Community Improvement is a high priority for 1971 because it is a prerequisite for financial assistance from the U.S. Department of Housing and Urban Development (HUD) in the areas of renewal and housing. Lafer also recommends detailed plans to revitalize the deteriorating neighborhoods and an action program to provide sound low-cost and moderate-cost housing. If desired, these recommendations could be carried out in the form of a Community Improvement Program, which is eligible for financial assistance from HUD. This too should be initiated in 1971.

The city can accomplish its housing objectives in yet another way--by cooperating with the recommended county housing authority to undertake a prototype project for the county.

Experience in other cities indicates the necessity for and the benefits of a systematic enforcement program for zoning, building, housing, fire, and other codes. Santa Ana currently allocates one-half of one man's time to inspections, which are usually carried out only in response to complaints--a wholly unsatisfactory standard for a city of 160,000 persons. The city's aging physical plant will deteriorate at an increasingly rapid rate unless the city becomes committed to a code enforcement program of significant proportions.





The plan for the central area also needs review. Access, sites for new development, and design standards are all important. Initial observations of the 1965 plan raise many questions, especially regarding the wisdom of expanding private development westward beyond Ross Street away from the retail core and away from freeway access points, all of which are from the east, as is the potential rapid transit access.

This raises the urgency of public transit, a subject not covered thoroughly in the 1965 planning program. The city's potential location on a high-speed rapid transit route serving Los Angeles and eventually San Diego is one of its most precious potentials. It must seek to accommodate and effectuate a rapid transit system and related transportation center at the earliest possible date. The city has an obligation to its residents, particularly its lower income citizens and dependents, to provide convenient, comfortable, and inexpensive public transportation for daily needs--especially employment.

The target of nearly 5.0 acres of open space per 1,000 population recommended in the 1965 plan should be rekindled.<sup>45</sup> To achieve this requires the acquisition of numerous "mini-parks" in strategic locations throughout the city where they will be of greatest benefit to individual neighborhoods, the improvement of Santa Ana River Channel as a major open space element, and additional nine-hole public golf courses.

The level of urban services, some of the most important of which are provided by authorities other than the city itself, must be improved. Most important of these is the local system of primary and secondary education. No other single urban service is as important to the stability of an area as its school system. Without a high quality public education program the city will be in serious difficulty. It would also be prudent to encourage expansion of higher education in the city, including the Santa Ana College and the extension programs of the University of California, Irvine.

Santa Ana has always had an enviable record of municipal management and fiscal responsibility. Its pay-as-you-go system, virtual lack of bonded indebtedness, and low tax rate are popular with taxpayers. There seems to be a growing consensus, however, that this policy has caused many needed capital improvements to be postponed to the point where the city is building up a backlog of another



kind of indebtedness to its residents--one that is less visible but extremely damaging to the reputation and potentials of the community. There is little question that the capital improvements program must be accelerated if the city is to remain competitive. No longer is it the only or even the most desirable central place for many activities. Furthermore, most businesses and industries today are sufficiently sophisticated to consider environmental factors equally as important as the tax rate--or more so. Therefore, a reassessment of current policies is in order.

Finally, the municipal government alone can go just so far. The private sectors of the city must cooperate with it to stimulate a program of economic development. Santa Ana is fortunate to have many acres of industrially zoned land available. But this land must be promoted. Similarly, opportunities for office and retail development in the central area must also be pursued in an aggressive manner.

In all respects Santa Ana's responsibilities are enormous, but so are the ultimate costs of not measuring up to them.

#### The Irvine Company

Private developers of new communities--in the words embossed on the Irvine Company letterhead "Builders of tomorrow's cities....today"--are in an unusual, sensitive, and often precarious position. They are at the same time responsible to their stockholders and lending institutions, to their future residents, and to the residents of the surrounding area. At any scale, responsibility for the public interest is a highly sensitive one. It is especially sensitive at the scale of an entire new community like Irvine whose ultimate size will compare with that of the City of San Francisco in 1970 (population 704,217).<sup>46</sup> The financial implications and high risk of such a venture are indeed obvious. If a developer is to achieve his first and primary goal of a reasonable profit, the public interest may suffer as a consequence.

The role of the private developer at this scale is unusual. In most countries the development of large new communities is the prerogative and frequently the sole responsibility of government. Such is not the case in the United States and Orange County--though a stronger governmental role is recommended. On the other hand, the reality



of the situation is that the developer (the Irvine Company) has to date exercised not only the role of the private developer, but also that of the governmental agencies that would otherwise be responsible for comprehensive planning and in some cases for the design and supervision of what are commonly called public improvements.

When a private developer initiates plans of such magnitude and assumes what is normally a governmental responsibility, it must also assume a level of responsibility for the public interest. One measure for determining what that level should be is the nature of the product that the developer is attempting to market. For example, a small homebuilder, the developer of "fine homes," is responsible only for the quality of the residences. A developer of a planned neighborhood or community is responsible only for that level of environment. But when a developer ventures into the arena of immense environments such as St. Charles Communities (Maryland), or Reston New Town (Virginia), or the New City of Columbia (Maryland)--he is marketing not simply a product but a concept identified by its name and promotional literature. His responsibility then extends to the concept as well as its component products.

The Irvine Company has clearly taken the responsibility for and is promoting a "model city," or as elsewhere stated "cities of tomorrow." It is therefore obligated to do everything in its power to fulfill this claim, including a major responsibility (though not the entire responsibility) for protecting the public interest.

In most respects the Irvine Company has demonstrated a devotion to this principle. In certain respects its responsibility to the public has not been clarified by local government. And in other respects it will undoubtedly be necessary for the county to demand a higher level of performance than would otherwise be freely offered by the developer. This is common to all private developments of large scale and does not specifically reflect upon the integrity of the Irvine Company.

In this context it is therefore recommended that the Irvine Company carry out the following actions:

1. Prior to any further approvals by the county planning commission of the general plan for the central area of the Irvine property, the plan should be amended to meet requirements of the county planning department report adopted on December 17, 1970, and the additional





prerequisites that will result from a clarification of the term "comprehensive plan" and the plan review process by the county planning commission, as recommended on pages 54 and 56.

2. All existing, proposed, and future plans for the Irvine property should be subject to reevaluation by the developer and amended to express more clearly and completely in the physical plan the ultimate system of governmental organization to be recommended by the Orange County Planning Commission, the County Board of Supervisors, and the Local Agency Formation Commission. The same plans should be evaluated and amended to coincide with the countywide policies for natural resource conservation and urban growth and the interim concept plan for regional systems and environment, as recommended on page 52.
3. The Irvine Company should prepare and submit to the county a detailed program for staged construction over a five-year period and a generalized program for an additional five-year period, such that the affected governmental agencies can respond with coordinated improvement programs and effective budgetary procedures. This staged program should be updated and submitted annually by the developer.
4. The developer should cooperate with and contribute to the central sector planning and monitoring program to be established within the county planning department, and similarly it should cooperate with the specific planning and design projects for the Newport, Santa Ana, and San Diego Freeway corridors of which the Irvine property is a part. These contributions may be in the form of professional assistance, cash, or a county service area tax levy.
5. A concerted program should be undertaken by the developer in cooperation with the county and the university for low-cost and moderate-cost housing. The developer's role might include making lands available for housing at low-cost (similar to its industrial program), encouraging nonprofit sponsors of such housing, helping to design and build assisted housing, and providing leased housing through its own property management program.





6. The Irvine Company should endorse the postponement of a decision by the Local Agency Formation Commission (or a denial in its present form) of the Notice of Intent to Incorporate submitted by the Council of the Communities of Irvine; instead it should support the concept of a moratorium on boundary changes and cooperate fully with the Local Agency Formation Commission and other county agencies in a positive program of re-organizing local government and assuring the integrity and viability of all governmental jurisdictions to be recommended for the Irvine property.
7. The Irvine Company must assume a responsibility to the nation (as well as to its own residents) for creative innovation relative to building a new city for tomorrow; such innovation being in the areas of technology, service systems, citizen participation, and management.

Although most of these recommendations are self-explanatory, additional clarification is worthwhile for recommendations 1, 2, and 7. The Orange County Planning Department has recommended and the county Planning Commission has adopted a position that restricts the granting of zoning changes (and thereby development) on the Irvine central area until further information is provided by the Irvine Company.<sup>47</sup>

The most important of these requirements are:

- A clarification of future land-uses on and around the two Marine Corps Air Stations, including interim controls.
- A more detailed description of the "village" concept, or the "town" concept proposed by Bollens.<sup>48</sup>
- A more detailed description of the environmental corridor concept.
- An explanation of how the proposed plan has been designed to enhance the feasibility of public mass transit, especially regional rapid transit, or how it can be modified to do so.
- A complete housing element as described by the Planning Department.
- Expansion of the general plan to include a conservation element.



- Submission of detailed phasing plans.
- Designation of the Santiago Foothills area in an agricultural category at this time.

Creative innovation is to be expected in a project that is larger than any of its kind in North America. In a small venture, the high "first time" cost of innovation is often prohibitive. Irvine, however, is of such magnitude as to reduce the "first time" cost of innovation relative to the total cost of operation. If creative innovation to benefit our entire society cannot be accomplished in the largest and one of the most profitable new communities in one of the most affluent of all counties, noted for its space age research and technology, where then can it be achieved?

The developer need not absorb the entire cost of innovation. The fact is that there are many innovators throughout the country who are looking for a feasible opportunity to demonstrate their systems.<sup>49</sup> Many public agencies are willing to participate in the cost of demonstrations. The Irvine Company could benefit the entire nation by creating opportunities for innovation. With few exceptions, however, such as its proposed health program and the long-term property lease, there is little evidence to suggest that this challenge has been accepted.

### State of California

With the exception of its role in freeway planning, and in site location and design for the University of California, Irvine, the State of California has played a minor role in this new community process. Yet this process is of statewide importance because of its interjurisdictional impact on all of Southern California and because it offers an extraordinary opportunity for gaining experience to be applied throughout the remainder of the state.

It is recommended, therefore, that the State of California as represented by its several agencies, assume its responsibilities in the following ways:

1. New and amended state legislation should be adopted to expedite governmental reorganization and a more equitable financial structure necessary to the model county-region concept for Orange County.



2. The State of California should create an office of new community development, the purpose of which would be to monitor and assist new community planning and development throughout the state, to protect the public interest, to encourage and assist creative innovation, and to execute the provisions of the 1970 U.S. Housing and Urban Development Act as is appropriate to California.
3. The appropriate agencies of state government should take more active interest in natural resource conservation and open space acquisition and development, especially along the Pacific coastline, Upper Newport Bay, the several watercourses, and the Santiago Foothills.
4. A commitment of state energies and funds to a housing policy and program in Orange County is needed as a major catalyst for resolving the myriad of related problems. Revision of the state housing referendum act is also recommended.<sup>50</sup>
5. Through its Department of Highways and the Los Angeles Regional Transportation Study, the State should take major responsibility for a coordinated and balanced system of transportation for Southern California with special emphasis on a high-speed, public transit system or systems serving Los Angeles, Orange, and San Diego Counties.
6. The University of California Board of Regents should intensify its interest in and responsibility for higher education in Orange County as a whole, including the impacts of the UCI that extend beyond the campus itself and its "inclusion" areas.
7. The University of California, Irvine, should be encouraged and assisted in every possible way to continue its exceptionally outstanding UCI-Project 21 public service program of the Extension Division.

California is respected nationally for its initiative in modern legislation and organization for local government. In some cases, however, legislation is conflicting, or it inhibits local government from carrying out its intent. In other cases new legislation is required to mandate change at the local level and to provide additional encouragement. Many excellent recommendations have been made by the California State Office of Planning<sup>51</sup>





and the Council of Intergovernmental Relations.<sup>52</sup> A new package of recommendations is anticipated from the council in 1971. It is essential that the State Legislature expedite its deliberations and adoption of desirable legislation. Equally as important is the need for state government to encourage, assist, and sometimes mandate the utilization of this legislation by local governments, and to maintain a reasonable balance between local autonomy and parochialism.

In its own Development Plan Program of 1968, the State of California states that one of its five basic objectives is "to assist, or improve the quality and timing of private development decisions."<sup>53</sup> By self-examination the report also states that the state lacks a land-use policy and that current state actions tend to reinforce existing patterns of urban development.<sup>54</sup> Furthermore, the state lacks a program that is directed toward new communities, and it lacks even a catalog of all new communities now under development. Though California has experienced more new communities than any other state,<sup>55</sup> its experiences to date have ranged from total failures of large proportions to significant successes, as described in a detailed report of Arizona State University.<sup>56</sup>

It is a natural conclusion, therefore, that the State of California could benefit substantially from an office of new community development. Further impetus for this recommendation comes from the Urban Growth and New Community Development Act of 1970,<sup>57</sup> which (for the first time in our history) mandates a national urban growth policy and provides broad legislation encouraging the development of new communities. From the state point of view, its most exciting provision is for technical and financial assistance to "state land development agencies"--i.e., any state or local public body or agency with authority to act as a developer in carrying out one or more new community development programs.

Three of the most important elements of urban form and environment and of new communities are natural resources and open spaces, housing, and regional transportation facilities (especially rapid transit).<sup>58</sup> The state has the legislative authority to encourage each element, and it possesses the potential, and indeed the responsibility, to assist Orange County and Irvine. Furthermore, it has a responsibility to encourage more effective forms of local



governmental organization and higher standards of performance than are frequently achieved in local governments throughout the State.

The measure of greatness of the University of California will depend on the degree to which the Board of Regents views higher education as a contribution to all of Orange County; the degree to which the Board of Regents is willing to accept responsibility for encouraging rational governmental organization, housing opportunities for all students and their dependents and for employees of the Irvine campus, and for public transit to serve "captive riders" and reduce roadway congestion; and the degree to which the university is an advocate of the public interest with regard to the total environment.

One excellent contribution of the University of California, Irvine is the program of its Extension Division. The leadership and citizen expertise evidenced by UCI-Project 21 has been an invaluable asset to the county. Every effort should be made to continue this program--for which outside assistance expires in 1971. Furthermore, programs such as education assistance to low-income, minority groups should also be expanded. These are some of the new ways in which university leadership can be expressed.

#### The Federal Government

The federal government, though furthest removed from the development of Irvine, nevertheless has certain opportunities and responsibilities for the ultimate success of this project.

The most pertinent recommendations include the following:

1. The U.S. Department of Housing and Urban Development should place high priority on technical and financial assistance for the general planning program of Orange County, and specifically for the programs for low-cost and moderate-cost housing recommended by the developer and the county, and for helping to achieve innovation.
2. The U.S. Department of Transportation should encourage and continue to support with technical and financial assistance the state and local efforts directed toward achieving a balanced transportation system for Southern California, and specifically a public transit system for Orange County and Irvine.



3. The Department of Defense and the Marine Corps, in cooperation with other federal agencies, should carefully reevaluate the future of the two Marine Corps Air Stations located within the area of the Irvine proposals, and should schedule the abandonment of at least the Santa Ana air station in a manner consistent with federal urban growth policies and the use of surplus land for new community development. These efforts should be coordinated primarily with the County of Orange, and through it with the private developer.
4. Execution of the Urban Growth and New Community Development Act of 1970 by the President has signaled a new federal commitment to national urban growth policies and new community development. Though primary responsibility for the utilization of resources provided by this act rests with state and local governments and with private developers, the Department of Housing and Urban Development and its forthcoming New Community Development Corporation should give high priority to assisting the State of California to establish comparable state programs, which in turn will benefit Orange County and Irvine. Direct assistance to Orange County and Irvine should be considered.

# # #

### Epilogue

These, then, are some recommendations for immediate and short-range action. It is extremely important to the success of Irvine, to Santa Ana, and to Orange County that most, if not all, of them be carried out.

Lacking major coordinated efforts to achieve these objectives, Santa Ana and other communities in Orange County will have no alternative but to continue to attempt to resolve their problems within the limitations of present jurisdictional competition, tax inequities, and social and economic barriers. Santa Ana, in particular, must then take steps to strengthen its position so that it will have the advantages as well as the burdens of a "central" city.

It must seek to gain as much tax base as it can. It must seek to enlarge and intensify its central area. It must attempt to include enough vacant land within its jurisdiction so that it can obtain a more reasonable balance between new and old development and so that a base will be established on which to operate the major services needed in a central urban area.



If the problems of housing, transportation, revenue inequities, etc., are not resolved on a countywide basis then Santa Ana must do everything in its power to find solutions and to strengthen itself to meet the challenges involved. Among other things, this may include finding ways to annex major portions of the central section of the Irvine Ranch. Although this is not the recommended action, it may be the only reasonable one available.





## APPENDIX



Footnotes: Introduction

<sup>1</sup>The Irvine Company, Irvine General Plan, submitted for approval to the Orange County Planning Commission in March, 1970. The document contained a proposed general plan for development of the central area of the Irvine Ranch, including a population of 309,000 persons on 32,000 acres. The central area plan supplemented the South Ranch plan approved in 1964. Plans have not yet been prepared for the areas north of Santiago Canyon Road.

The central area plan has been the subject of a comprehensive evaluation by the Orange County Planning Department. On December 17, 1970, the Orange County Planning Commission approved, subject to further refinements, the land-use, circulation, and housing elements of the plan.

<sup>2</sup>On September 11, 1970, the Council of the Communities of Irvine submitted to the Orange County Board of Supervisors a "Notice of Intent to Incorporate as the City of Irvine." This proposed city would include the unincorporated portions of the South Ranch (containing the University of California, Irvine) and the central area. A population of 430,000 persons is anticipated. The first public hearing on this petition will be held on January 13, 1971, by the Local Agency Formation Commission.



Footnotes: Chapter 1

1. The question of what the public interest is and how it is to be discovered and expressed is extremely complex. One recent effort to establish a "working definition" of the public interest is contained in NEW TOWNS, Policy Problems in Regulating Development, by John G. Gliege, (Arizona State University, 1970).

The report states:

"The public interest is composed of the interests of:

- "1. Residents of the large scale new community development, both those presently residing there and those who will locate there in the future.
- "2. Persons residing or doing business in the regional area may include the entire county, or a group of counties.
- "3. Residents of the state. These persons are less affected than those persons residing closer to the development.
- "4. Municipal governments in both the regional area where development is occurring, and in the state.
- "5. Other local governments in both the state and the region. For example, school districts, water districts, irrigation districts.
- "6. The county governments.
- "7. Organized groups such as associations of governments or union organizations or taxpayers associations.

"These varying components of public interest normally act in a passive manner unless they are adversely affected by some action. These are not uniformly organized toward some goal, rather they operate in a generally unstructured fashion to achieve protection for themselves from injury, both known and unknown, in an economic, physical or psychological sense.

"The representatives of the public interests act only when they are threatened by either one of their own components, or by some outside intrusion. The size of





the group acting in the public interest may vary considerably depending upon the issue or threat. When they detect a threat, the organized groups of the public interest act as focal points for the attitudes of the individuals within the public interest, thereby providing an outlet for the public's viewpoint to be expressed.

"The spokesmen for the public interest usually attempt to act upon the legislative stage, preferring to have rules and regulations enacted to alleviate the threat. Once these rules and regulations are legislated, the aggregate public interest centered about the controversy will disband and the various components will turn toward other threats.

"The various component parts of the public interest act at differing rates and intensities depending upon the nature of the issue. One of the greatest difficulties for any legislator is to evaluate the various components of the public interest as they relate to an issue, and attempt to determine what decisions will bring about the actions desired by the majority of those who claim to be acting in the public interest."

Another type of expression of concern about the public interest is found in this quotation from the same source, attributed to the notes of an interview by Stanley Scott.

"What is really shocking is that we allow one man or one company to make such important decisions affecting the future of the community. Nobody should have the right to build a city of 50,000 or more persons without some effective public control of where the city is located and of everything else about it."

This quotation could be interpreted as an indication that a private developer does not normally attempt to plan and build to meet the concerns of the public interest. In fact, this is not so. At the very least, the builder is very much concerned about the interests of the "public" that constitute his potential market. However, he is often not in a very good position to be concerned about other "publics" whose interests may conflict with those of his potential customers.



2. A beginning point in the identification of policies to deal with these issues may be found in this declaration of the Federal Congress in the Urban Growth and New Community Development Act of 1970.

"(d) The Congress further declares that the national policy should-

"(1) favor patterns of urbanization and economic development and stabilization which offer a range of alternative locations and encourage the wise and balanced use of physical and human resources in metropolitan and urban regions as well as in smaller urban places which have a potential for accelerated growth;

"(2) foster the continued economic strength of all parts of the United States, including central cities, suburbs, smaller communities, local neighborhoods, and rural areas;

"(3) help reverse trends of migration and physical growth which reinforce disparities among states, regions, and cities;

"(4) treat comprehensively the problems of poverty and employment (including the erosion of tax bases, and the need for better community services and job opportunities) which are associated with disorderly urbanization and rural decline;

"(5) develop means to encourage good housing for all Americans without regard to race or creed;

"(6) refine the role of the Federal Government in revitalizing existing communities and encouraging planned, large-scale urban and new community development;

"(7) strengthen the capacity of general governmental institutions to contribute to balanced urban growth and stabilization; and

"(8) facilitate increased coordination in the administration of Federal programs so as to encourage desirable patterns of urban growth and stabilization, the prudent use of natural resources, and the protection of the physical environment."



Many of the issues mentioned in this statement of policy are of substantial concern. Their resolution will call for the articulation and mediation of many local "public" interests.

3. Competition between communities--and even conflict--over the annexation of "desirable" tax base areas were often cited in the interviews as a prime deterrent to intergovernmental cooperation in Orange County. "Old wounds," it was said, "are slow to heal." This "grasping for tax dollars" is credited with accelerating the decline and decay of many existing and older business centers. Arthur Gallion, in his statement Downtown Areas, Home Rule, and Tax Policy (from DOWNTOWN DETERIORATION, published by UCI-Project 21, 1969) said:

"As long as we remain within the walls of political boundaries, construed to be sacred, each city must fight for tax dollars to support itself. Stretching like an octopus, commercial development spreads from downtown, jumping here and there in a process of scatteration without order or structure."

Comparable observations can be (and have been) made about industrial and other forms of high tax producing activities. At the same time, communities are understandably most reluctant to accept low-income housing, open space, or other "unproductive" uses of land within their boundaries.

4. The concept of two or more level government is being proposed increasingly as a solution to the need for size and efficiency and yet close community involvement and control. As Dr. Bollens indicates, it has been partially achieved in Miami-Dade County and in Toronto. A two-level form of government involving community control over a number of functions is being proposed in Minneapolis. Some aspects of the new "Unigov," in Indianapolis are "two-level." And the California Council on Intergovernmental Relations and other groups are conducting numerous studies to discover how the principles of a multiple-level government can be effectively applied.

IRVINE CENTRAL AREA GOVERNMENTAL STUDY, John C. Bollens, 1970 (The Irvine Company)

The principal recommendation of this report is that



"The ultimate governmental system for the Irvine Central Sector should be a single municipality composed to two levels: (1) a city embracing the entire territory, and (2) six or seven towns in the population range of 50,000 to 80,000, each covering a part of the total area."

5. Denver Post, Editorial, December 18, 1970.
6. UCI-Project 21, DOWNTOWN DETERIORATION IN ORANGE COUNTY, 1969, P34, attributed to Henry Fagin.
7. Several studies deal with the question of housing costs in relation to ability to pay. These figures were taken from unpublished work papers prepared by the Orange County Planning Department. The accuracy of the figures is not critical to the point; if they are even relative accurate, it is clear that substantial numbers of households cannot afford new housing and a great many are sharply restricted in where they can live.
8. See "Orange County on the Move" (UCI-Project-21, November, 1969) for a fuller discussion of transportation issues. The need for major work in transportation planning is very great.
9. The report "Poverty in Orange County", based on a conference held on June 8, 1968 at UCI, provides a number of suggestions on this point. It is plain, however, that issues related to the provision of social services affect far more than the poor.
10. Reports of remarks by Dr. Mead at the meetings of the American Association for the Advancement of Science in Chicago, in the Chicago Daily News, Wednesday, December 30, 1970.





Footnotes: Chapter 2

1. See California Council on Intergovernmental Relations, "Allocation of Public Service Responsibilities," June, 1970, P7.
2. Virtually every available analysis calls for greater involvement of the county in the resolution of issues and problems of county development. Note, for example, the following recommendations from the report Orange County on the Move (UCI-Project-21) P27:

"The following recommendations relate directly to the Board of Supervisors:

- "1. Arterial and Local Streets and Highways: In close cooperation with the affected cities, initiation of a special planning program to assess the impact of anticipated increases in density in the western portion of the county on arterial and local streets.
- "2. Public Transportation: Initiation of a county-wide plan for public transportation directed at (1) immediate improvements in certain areas such as local bus service, etc. and, in light of long lead times, (2) future public transportation needs as the county continues to urbanize. This planning would be coordinated by the Orange County Transit Committee which should be expanded to include representatives of local cities, private industry, and elected officials.
- "3. Regional Airport: Immediate approval of initiation of Phase II of the Pereira report. Assumption of leadership among Orange County jurisdictions in establishing effective land-use controls around existing airports (Orange County and El Toro) and the regional airport site recommended by the Pereira report.
- "4. General Aviation: Initiation of planning efforts directed at retention of existing general aviation facilities in the county and development of new facilities at a rate sufficient to meet anticipated demand."



Note also these recommendations from the report Poverty in Orange County.

"Appoint a county manpower director to eliminate competition between existing manpower programs and cut down on high administrative costs resulting from overlapping services." (p26)

"Find the means to provide more low-cost housing units....The county might subsidize the rental of vacant, unsold homes." (p27)

"Improve Orange County Medical Center....

"Decentralize ambulatory medical services....by establishing satellite clinics....These could be connected to the Orange County Medical Center....(p29)

"There is an urgent need to coordinate efforts aimed at alleviating a wide range of problems of the poor through a central referral agency." (p30)

3. The concepts of municipal and community "balance" and "form" are basic to many of the proposals being made for the Irvine area.
4. In discussing the alternate ways of governing a community while it is under development, John G. Gliege says:

"The use of the county service areas for new community development has been one of the most successful means for solving problems associated with such developments. These areas provide urban services to a development and the property tax bills in the area receiving the services reflect the additional costs....

"There are advantages to this type of development in that it eliminates the need for creating another governmental unit in a county. It also serves to separate the governing function from the developer, while it provides the residents of the area with a voice in local government. Another advantage is that the county through its zoning controls can administer a regional plan and be sure that the new development is in line with the desired orderly growth of the county.



"Some of the disadvantages of this type of governmental arrangement are that it can limit development flexibility of the developer; it can reduce his financial aid; it can alter the proposed plan. There are also problems because the county may not be as responsive to local needs as a smaller unit of government may be. Furthermore, some counties may not be either experienced or capable of administering and performing urban services." (From NEW TOWNS, Policy Problems in Regulating Development, by John G. Gliege, Institute of Public Administration, Arizona State University, 1970)

5. Development Research Associates, Orange County Low-Income Housing Market Aggregation Study, prepared for UCI-Project 21 Study Team, August, 1970, p18 and letter of transmittal.





Footnotes: Chapter 3

<sup>1</sup>Orange County Grand Jury, "Report on Planning," December 8, 1970. (p3)

<sup>2</sup>The Notice of Intent to Incorporate submitted by the Council of the Communities of Irvine is unique for many reasons: the first is simply the magnitude of its impact; another is that it grants control to such vast territory to a few residents; a third is that there is no prerequisite in Orange County by which to judge the viability of the new municipality. These and other factors are sufficiently important to the entire county as to merit officially formulated policies. They represent more than the usual request for incorporation or boundary change.

<sup>3</sup>According to its Executive Officer, the Orange County Local Agency Formation Commission is one of several in California that has chosen not to adopt such guidelines and procedures over and above those contained in its enabling legislation.

<sup>4</sup>California State Office of Planning. California State Development Plan Program, 1968, pp.240-248. Much of this material was based on William E. Spangle and Harold F. Wise, with Paul Sedway, An Analysis of Selected California Laws Affecting Urban Development, prepared for the California State Office of Planning, October, 1965.

<sup>5</sup>California Council on Intergovernmental Relations, Allocation of Public Service Responsibilities, Part 1, June, 1970.

<sup>6</sup>LeGates, Richard T. California Local Agency Formation Commissions. Institute of Governmental Studies, University of California, Berkeley, 1970.

<sup>7</sup>Goldbach, John. Boundary Change in California: The Local Agency Formation Commissions. Institute of Governmental Affairs, University of California, Davis, 1970.

<sup>8</sup>Advisory Commission on Intergovernmental Relations. Urban America and the Federal System. Washington, D.C. October, 1969.



<sup>9</sup>Hanson, Royce. "The Democratic Development of New Towns," prepared for the Twentieth Century Fund. Unpublished draft, October 23, 1970.

<sup>10</sup>Gliege, John G. New Towns: Policy Problems in Regulating Development, Institute of Public Administration, Arizona State University, 1970.

<sup>11</sup>Bollens, John C. "Irvine Government Study," prepared for the Irvine Company, July, 1969. p. 1.

<sup>12</sup>Ibid. pp.4-5. In contrast to the criteria stated by Bollen, the 1970 resident population within the proposed city is approximately 7,000 persons in several "villages" rather than one or two "towns."

<sup>13</sup>Advisory Commission on Intergovernmental Relations. Urban American and the Federal System. Washington, D.C., October, 1969.

<sup>14</sup>Committee for Economic Development. Modernizing Local Government, A statement on National Policy, by the Research and Policy Committee. July, 1966. Throughout this report, a minimum population of 50,000 persons is referred to as a commonly accepted threshold for effective municipal government.

<sup>15</sup>Since 1964 and until the 1970 annexation of Collins Radio Company by the City of Newport Beach it is understood that a fragile gentlemen's agreement had been reached between the Irvine Company and adjacent municipalities to protect the integrity of the future city. Though the annexation of this one plant is not enough to damage the tax base of Irvine, many residents became concerned about the possibility of still further annexations and responded with the "Notice of Intent to Incorporate," which under California legislation can block further boundary changes for at least 90 days while its fate is being decided by the LAFC.

<sup>16</sup>State of California Controller's Reports of Financial Transactions Concerning Special Districts.

<sup>17</sup>Advisory Commission on Intergovernmental Relations, Urban America and the Federal System. Washington, D.C. October, 1969. pp 95-96.



<sup>18</sup>California Council on Intergovernmental Relations.  
Op. cit. p.

<sup>19</sup>Gliege, op. cit. pp.133-135.

<sup>20</sup>San Diego County Local Agency Formation Commission.  
Organizational Form for Local Government Service Rendering-  
Public Finance Considerations. 1970. This report is  
based on three assumptions:

1. At some time in the future (probably 10 to 15 years)  
Rancho San Diego will become a full-fledged municipal  
corporation, either by incorporation in its own right  
or annexation to an appropriate city.
2. During the interim period (between the present time and  
full-fledged municipal corporation status) an overall  
and transitional governmental service-rendering entity  
must be created. This transitional entity should be  
created at the time of approval of the physical master  
plan as the governmental organization element of the  
San Diego County general plan for the 6,000-acre parcel.
3. A number of smaller second level (quasi-governmental)  
local agencies will be organized during the 10 to 15  
year development period.

The report goes on to state seven specifications for  
an interim governmental entity:

1. The entity must be an agency of San Diego County.
2. To the greatest extent possible, full legislative and  
administrative (to include taxing power) authority for  
local government service-rendering (excluding education  
and public hospital care) must be vested in the San  
Diego County Board of Supervisors.
3. The interim entity must, in accomplishment of its  
slated purposes, prevent further proliferation of  
single or special purpose governmental agencies or  
districts in the Rancho San Diego geographic area.
4. The interim entity must formally relate to quasi-  
public, homeowner, village, and neighborhood associa-  
tions; housing cooperatives, and other special inter-  
est groups.



5. The entity must officially relate to all existing area or countywide public and utility agencies that furnish waste collection, treatment, and disposal; water production, storage, and transmission; public transportation; gas and electrical energy; health care and educational cable television services.
6. The entity must provide direct lines of political representation to residents of individual villages and neighborhoods in the Rancho San Diego community.
7. The entity must serve as a mechanism whereby the owner-developers and San Diego County can work in continuing day-to-day cooperation in the planning and development of an ecologically premised urban environment.

The organizational form of government recommended to meet the above specifications is a county service area as provided for by sections 25210.1 through 25214.1 of the California Governmental Code. The day-to-day task of coordinating and managing the affairs of a newly created Rancho San Diego service area, and relating to and coordinating with the RSD Development Company will eventually require full-time services of a qualified CSA executive officer. This official should be appointed by, and legally accountable to, the San Diego County Board of Supervisors. He will be an employee of the service area. All anticipated costs and revenues associated with carrying out RSD-SA functions should be included in an annually prepared Service Area budget. As neighborhoods are populated and become operational, village coordinators should be employed.

The San Diego County Board of Supervisors, as legislative body for the CSA will be the politically responsible body for Rancho San Diego local government services. This means the board of supervisors will serve as local governmental political leaders for Rancho San Diego residents on two levels, namely the countywide level, as for all citizens of San Diego County, and the interim RSD-SA (a developing municipal corporation) level.

Each individual village charter, whatever its organizational form, should provide for first level policy advisory representation by provision for representation on a RSD-SA advisory board. This board will serve in a policy advisory role to the San Diego County Board of Supervisors. Such an arrangement will provide necessary representation during





Rancho San Diego's growth and development into a viable municipal corporation. The advisory board could, under the assumption of eventual full-scale municipal corporation status, metamorphose into the future local units legislative body of city council.

The RSDA-SA Executive Officer and his staff of village coordinators will be placed under the day-to-day administrative supervision of the county administrative officer for purposes of budgetary, fiscal, and management control and operational purposes.

This governmental concept clearly permits the RSD development company's primary role to be that of a profit oriented owner-developer. It does, however, require the developer to provide a precise time schedule for housing construction so that adequate governmental services and facilities can be provided in a timely and economical manner.

<sup>21</sup>Orange County Planning Program Design Project.  
Orange County General Planning Program, Part I: Summary, and Part II: Program Overview. June 3, 1969.

<sup>22</sup>On November 3, 1970 the citizens of Orange County passed a referendum (Proposition A) creating the Orange County Transit District, which is now the official county administrative unit to plan for current and future mass transportation needs. As of this date not all members of the Commission have been appointed.

<sup>23</sup>On December 17, 1970 the outgoing Orange County Planning Commission adopted virtually intact the report submitted to it by the county planning department entitled "Staff Recommendations on the Land-Use, Circulation and Housing Elements of the Central Section Irvine Ranch General Plan and the proposed city of Irvine General Plan," dated December 17, 1970. The staff recommended approval of the most basic and generalized elements of the plan so as not to delay the developer, but raised many concerns and recommended that the developer fulfill numerous other requirements related to elaboration or justification of plan proposals prior to final approval. The staff also confined its recommended approval to elements of the central area plan only and refrained from endorsing references to the proposed city of Irvine as a whole. Also included in



the report were staff recommendations for a continuing planning department program dealing with activities of public interest inspired by the Irvine proposal.

<sup>24</sup>State of California Department of General Services. Laws Relating to Conservation and Planning, 1969 Edition, pp. 78-79. The general plan may include the following elements or any part or phase thereof: conservation; recreation; circulation; transportation; transit; public services and facilities; public buildings; community design; housing; redevelopment; safety; such additional elements which in the judgment of the planning agency relate to the physical development of the county or city.

<sup>25</sup>Orange County Planning Department. Orange County General Planning Program, Program Overview, Part II. June 3, 1969. pp. 5-44. The program envisions the following as constituting the comprehensive plan for the county: the integrated development policy guide, the integrated development plan, the human resource development plan, the physical resource development plan, the economic resource development plan, and the government and organizational plan. Elements of each will be prepared and published as part of a continuing program rather than all at one time.

<sup>26</sup>Ibid., Chart 11-12 "Summary Schedule." The schedule has forecast substantial progress on the integrated development program, policy establishment, housing element, conservation element, and urbanization element, by July 1, 1970. None of the five scheduled reports had been published as of December 31, 1970.

<sup>27</sup>Orange County Planning Department. "Staff Recommendations on the Land-Use, Circulation and Housing Elements at the Central Section Irvine Ranch General Plan and the Proposed City of Irvine Plan," prepared for the Orange County Planning Commission. December 17, 1970. pp.21-26. Recommended activities cover: A Countywide Growth Policy and Development Strategy, a Human Environmental Policy Package, a Countywide Housing Element, Integrated Transportation Agencies, Open Space, Public Investment Schedule and Monitoring, Intergovernmental Revenue Sharing, County Islands, Special Districts, and an Environmental Geologic Survey.



<sup>28</sup>University of California, Irvine-Project 21.  
Poverty in Orange County. June, 1968.  
Urban Planning in Orange County. November, 1968.  
Downtown Deterioration in Orange County. 1969  
Orange County on the Move: Air and Ground Transportation  
Needs. November, 1969.  
Open Space in Orange County. March, 1970.

<sup>29</sup>The county should explore the possibility of financial assistance for corridor planning and design from the U.S. Department of Transportation.

<sup>30</sup>Orange County General Planning Program. Irvine General Plan Evaluation Report of the Human Environment Panel. October, 1970. Chapter on Leisure.

<sup>31</sup>University of California, Irvine-Project 21.  
Open Space in Orange County. March, 1970. p. 41. In addition to 4.0 acres of local open space per 1,000 persons, UCI-Project 21 also recommended 6.0 acres of regional open space per 1,000 persons, or a total of 10.0 acres per for Orange County.

<sup>32</sup>Reese, Richard A. "Revised Land-Use and Circulation Elements," a letter addressed to the Orange County Planning Commission, dated November 3, 1970. The land-use element includes 1.0 acre of neighborhood parks, 1.0 acre of community park and 2.2 acres of school playground, or a total of 4.2 acres per 1,000 population. Contrary to Mr. Reese's statement, however, this is not "far in excess of that anticipated or accomplished by any existing community in Orange County." p. 7.

<sup>33</sup>Personal interviews with the developers staffs of Reston, Virginia; Columbia, Maryland; St. Charles Communities, Maryland; Jonathan, Minnesota, and Amherst, New York indicate that all of these new communities have reserved 20-30 percent of gross land area as open space.





<sup>34</sup>Minneapolis, Minnesota had 12.2 acres of open space per 1,000 persons in 1970, Chicago had 10.9 acres per 1,000 persons in 1960, and Philadelphia had 5.4 acres per 1,000 persons in 1956. The metropolitan areas of Detroit and San Francisco had 18.4 acres and 19.6 acres per 1,000 persons in 1960, respectively.

<sup>35</sup>In the past three years, Orange County has averaged annual expenditures of approximately \$0.6 million for open space, as compared with Montgomery and Prince Georges Counties, Maryland (combined population of 1.2 million in 1970), which have averaged annual total expenditures of over \$5 million.

<sup>36</sup>Gregory, John-"Fair Housing Group Hits Zoning Policies," Los Angeles Times, November, 29, 1970. Los Lomas Gardens (in La Habra) is the only project in the county that was built with a clearly defined plan for offering federal rent subsidies to low-income families. Six other proposed low-income housing development meeting federal standards were defeated in 1970. Two passed. The second is Bethel Towers in Costa Mesa which is for elderly citizens.

<sup>37</sup>Reese, Richard A. "The Central Area General Plan Housing Element including Policy on Equal Opportunities in Housing," a letter to the Orange County Planning Commission dated October 30, 1970.

<sup>38</sup>Ibid. This analysis is an attachment to the above letter.

<sup>39</sup>Orange County Planning Department, "Staff Recommendations on the Land-Use, Circulation and Housing Elements of the Central Section Irvine Ranch General Plan," December 17, 1970. p. 12.

<sup>40</sup>State of California Constitution, Article 34, "Public Housing Project Law." This law requires that a majority of local electors must approve by referendum each low rent housing project which is financially assisted in whole or in part by the state or other local public body. This law was held unconstitutional by a lower court and this decision is being appealed.



<sup>41</sup>Steven Lafer & Associates. General Plan Studies: Part I, prepared for the City of Santa Ana, 1970; and General Plan Studies: Part II; Advance Planning: Project Schedule (draft) December, 1970.

<sup>42</sup>City of Santa Ana, California. General Plan Program, published in seven volumes:

- I. Basic Studies
- II. Citizen Studies
- III. Plan, Projections and Methodology
- IV. Facilities Plans and Implementation Proposals, 1965.
- V. City Center Studies and Plan, 1965.
- VI. Capital Improvement Program and Budget
- VII. Appendices

Prepared by Ruth & Krushkhov; Arthur D. Little, Inc.;  
D. Jackson Faustman & Associates.

<sup>43</sup>In 1970-71 the budget of the City's Planning Department is the equivalent of \$1.08 per capita. Lafer recommended a budget well in excess of this amount, but did not give a precise figure; the average planning expenditure of other cities in the country (population 100,000 to 249,000) was \$0.875 in 1969-70, according to the American Society of Planning Officials, Expenditures, Staff and Salaries of Planning Agencies, Planning Advisory Service Report No. 256, 1970.

<sup>44</sup>City of Santa Ana, Volume V, City Center Studies and Plan. pp. 60-61.

<sup>45</sup>City of Santa Ana, Volume IV, Facilities Plan/ Implementation Proposals. pp 12-24. In comparison to the proposed standard of 5.0 acres of open space per 1,000 persons, the city currently has 2.3 acres per 1,000 persons.

<sup>46</sup>U.S. Bureau of the Census, 1970 Census of Population, PC (P.).6 Preliminary Reports. September, 1970.



<sup>47</sup>Orange County Planning Department, "Staff Recommendations on the Land-Use, Circulation and Housing Elements of the Central Section Irvine Ranch General Plan and the Proposed City of Irvine Plan," released and adopted by the Planning Commission on December 17, 1970.

<sup>48</sup>Bollens, loc. cit.

<sup>49</sup>Opportunities for innovation at this scale include housing systems, educational systems, communications systems, transportation systems, public health, utilization of water resources, waste disposal and recycling, energy, democratic institutions, public and private management, fiscal practices, public safety, youth culture, ecumenism, and family assistance.

<sup>50</sup>State of California Constitution, Article 34, "Public Housing Project Law." Op. Cit.

<sup>51</sup>California State Office of Planning. California State Development Plan Program, Phase II Report, 1968. pp. 44-45, 177-179, 186-188, 235-286.

<sup>52</sup>California Council on Intergovernmental Relations. Allocation of Public Service Responsibilities, Part I. June, 1970. Part I represents an analysis of public service responsibilities and proposes a concept of allocation. Part II is anticipated in 1971 and will contain specific recommendations and suggested legislative amendments.

<sup>53</sup>California State Office of Planning. p. 7.

<sup>54</sup>Ibid. pp. 38, 105, 182.

<sup>55</sup>Advisory Commission on Intergovernmental Relations. Urban and Rural America: Policies for Future Growth. Washington, D.C. April, 1968. Of 53 new communities listed for the nation as of March, 1968, 19 were located in California. pp. 77-78.



<sup>56</sup>Gliege.

<sup>57</sup>The 91st Congress. Urban Growth and New Community Development Act of 1970. Conference Report, December 17, 1970.

<sup>58</sup>California State Office of Planning. In each subject area the 1968 plan contains many excellent recommendations. It recommends a new approach to "resource management" (pp. 99-166); and policy and program directions for housing (pp 198-202), transportation (pp. 191-198), and open space (pp. 212-219).

<sup>59</sup>Ibid. As recently as 1968, the State Office of Planning concluded, "It is obvious that no consideration has been given (by the State) to the location of four-year institutions as an instrument of economic or physical development, unless one considers the political pressure exerted among cities and counties in metropolitan areas as evidence of such consideration."

"If the matter of university location were given more conscious thought as a tool of state policy, many other issues such as fiscal and planning impact on communities caused by these facilities... could be better handled through improved coordination between State agencies and greater cooperation with affected local governments." pp. 182-183.

Since this statement was published, the Board of Regents has encouraged each university to participate more fully in the life of its community. However, the full potential of the university as a state institution of community betterment in Orange County is yet to be achieved.





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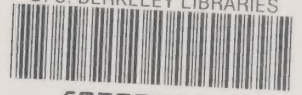


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